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ABSTRACT

The articles in this monograph examine the fundamental world-wide shifts of ideology, policy, and practice that are characteristic of attempts to provide appropriate and relevant education for all members of a social system. The first section deals with the policies, issues, and concepts that are emerging with the progressively more democratic approach to education. Articles are included on the cultural role of education, motivation for educational development, implications for educators, equality for women, and preparing educators to meet individual needs. In the second section, an international perspective on the democratization of education is presented. Articles offer perspectives from Argentina, Egypt, Africa, Korea, Chile, Israel, and Brazil. The implications for teacher education in the democratization of education are discussed in the third section. Viewpoints are given from the Peoples Republic of China, Liberia, Canada, and the United States. The final section provides considerations on research to improve educational practice. Research reports are presented from Jamaica, Columbia, Malaysia, Argentina, and the United States. (JD)

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THE DEMOCRATIZATION OF EDUCATION

INTERNATIONAL PERSPECTIVES ON THE PREPARATION OF EDUCATIONAL PERSONNEL

INTERNATIONAL COUNCIL ON EDUCATION FOR TEACHING

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International Council on Education for Teaching

ICET is an international voluntary agency linking educational organizations, institutions and individuals in a worldwide communications network involving over seventy countries. Founded in England in 1953, the secretariat was moved to Washington in 1968. ICET is the only international organization whose primary objective is the improvement of the quality of the teaching profession and making it more responsive to the development of society. ICET serves, in effect, as the global voice of those concerned with the preparation of teaching personnel. It has official consultative status with UNESCO.

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From the President's Pen

The task of preparing those who teach our children and youth is one of the major responsibilities of society. The International Council on Education for Teaching (ICET), is an international voluntary agency whose primary objective is directly related to this responsibility — improving the quality of the teaching profession and making the profession responsible to the needs of society. ICET serves, in effect, as the global voice of those concerned with the preparation of teaching personnel.

ICET, through its membership network of colleges, universities, educational organizations, and individuals, provides a unique source of expertise to assist the world's educational community in providing quality education for its citizens — children, youth, and adults. In the accomplishment of its role, ICET focuses on three major goals:

- To provide an international forum for the examination of the problems confronting institutions which prepare personnel for the education professions as they deal with the realities of educational development,
- To assist institutions engaged in the preparation of personnel for the education professions to become more responsive to the urgent tasks facing educators throughout the world,
- To stimulate international cooperation in the improvement of the quality of preparation of teachers, administrators, and other educational specialists.

In the accomplishment of these tasks ICET places a heavy reliance on educational networks throughout the world in which individuals, institutions, and organizations cooperate on regional and hemispheric bases in dealing with problems of the education professions.

As the nations of the world continue to improve the quality of teaching and to expand educational opportunity, they move closer to achieving the universal goals of offering to each person the chance to develop to maximum potential, of assuring to each person happiness and freedom, and of improving the quality of life for all mankind.

Paul H. Masoner
President

Introduction

FRANK H. KLASSEN, *Executive Director*
HOWARD B. LEAVITT, *Associate Director*
International Council on Education for Teaching
Washington, D.C., U.S.A.

This 1980 Yearbook of the Council provides the reader with an international perspective of a twentieth century phenomenon entitled, "The Democratization of Education". The articles examine the fundamental shifts of ideology, policy, and practice that are characteristic of attempts to provide appropriate and relevant education for all members of a social system.

The quantitative aspects of these shifts are easy to discern. The traditional educational system where admission and retention were based on predetermined criteria related to social class, demography, and ethnicity has given way to mass education. This expansion of access to educational opportunity is leading toward the educational enfranchisement of the handicapped, the rural and economically deprived, as well as making special provisions for ethnic groups, women, and the aged.

Fears have been expressed that the erosion of educational quality would inevitably accompany this worldwide expansion of equal access to education for all. But certain qualitative effects have emerged to challenge this position.

The first of these was a reexamination of the relationship of education to individual growth and to social and national development. The second, was a thorough analysis of the instructional system as it affected individual learning and a review of the curricular content and its relevancy for modern society. The third effect has centered on the preparation of educational personnel — teachers, counsellors, administrators, etc. — and research which probed the effects of various teaching strategies, learning environments, and curricular content on student achievement and social development.

From the international perspectives afforded by this book, it is clear that the ideological position of *education for all* is in the ascendency. It is equally clear that the educational provisions are in the experimental stage where each new foray into educational inovation reveals unexpected consequences and variables which continue to challenge the creativity of educational planners, administrators, researchers, and teacher educators.

The phrase, *Democratization of Education* is, of course, open to multiple interpretations at policy and practice levels. This volume explores this multiplicity and diversity from a variety of national and empirical perspectives. The common elements that emerge, demonstrate a convincing worldwide trend toward a belief in the need for equal access to and equal benefit from a diversified educational program leading to a broader mass of skilled, knowledgeable individuals whose personal growth and social contribution are possible and predictable.

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SECTION ONE:
Democratization of Education: Policies, Issues, and Concepts

The Cultural Role of Education

Jorge Rafael Videla
President of the Republic of Argentina
Buenos Aires, Argentina

In the name of the Argentine Government and the Argentine people, I would like to welcome you with the warmth that this country has traditionally granted all its visitors.

We also want to express our sincere gratitude and deep joy at the decision taken by the International Council on Education for Teaching to choose Argentina as the place to hold these meetings which will allow deep reflection concerning education. The XXVII World Assembly, which we are now inaugurating, has an ecumenical character as is attested by the wide range of nations of the world you represent. Therefore, Argentine educators and the government feel a special satisfaction in being able to share with you our experience on a subject which, with its new directions, demands the up-dating of educational systems, the broadening of their base, as well as a more sophisticated training for teachers.

If, while immersed in a world climate of growing peaks of violence, pervaded with lack of understanding, grieved by the dissatisfaction of its vital needs, crammed with injustice and unanswered questions, the teachers of many countries can meet, as they are doing today, to generously discuss experience in the quiet atmosphere of shared meditation, they will be achieving something which can only be called Higher Education.

For you, who are professionally related to education either in the practice of teaching at the levels of management and planning, or in the research of methods and systems, cannot fail to impart a new lesson of coexistence in the process of serene creative reflection. This reflection may permeate the fields of an activity that is as old as man, as changeable and evolving as the culture he hoards and as unfinished as his own powers of recognition.

Teaching, which is the core of your interest, constitutes a mandate for mankind, in spite of the fact that man has debated on its nature for a long time, establishing its character as a right and sustaining its peculiarity as an obligation. Taking into consideration that its natural correlative element — learning — is a necessary condition of human existence, we will clearly see that teaching constitutes an imperative mandate for the human being. It is a mandate whose existence leaders must ensure, foster, and guarantee. It is a mandate for parents, who are primarily responsible for the human condition of their offspring. It is a mandate for you, who integrate the different sections of a system oriented towards the preservation, increase, and transmission of culture. Thus, the sense that Christ gave this subject was imperative when He said to his apostles, "Go and teach." This mandate summarizes the essentially twofold character of teaching that finds its necessary correlation in the act of acquiring knowledge.

We cannot help pointing out that among the features that differentiate man within the framework of his historic and social existence, the fact that he is an inheritor should be emphatically stressed.

We are the inheritors of values, principles, knowledge, techniques, and styles which other men created in their passage along the walks of history. We are the heirs even to the language with which we communicate nowadays; we are legatees, in short, to a common property that constitutes our accumulated culture, the silt of thousands of years of history.

That culture is our inheritance. Its preservation, increase and transmission constitute the fundamental task of teaching. But if education is to be perpetuated through history, the problems of handing down culture are more complex.

Mankind is used to the permanent and ever-renewed task of educating; used to the teaching that connects successive generations. But mankind is nowadays facing a unique challenge, an increasing momentum of change in content and knowledge that multiplies at an unforeseeable rate. That is why the traditional forms of teaching are in jeopardy. But not only forms and methods are to be questioned, the educational systems themselves and even the frontiers of systematic teaching should be included.

We are facing a difficult and overwhelming task, but we are also challenged by the fascinating adventure of creating. The permanent passing of a cultural inheritance from one generation to another is carried out by education, one of the most sublime forms of human relationships; a relationship that links the teacher with the one who, in some way, will be his heir. His work will only be authentically fruitful if it is based on love, love for his work in the quest for perfection.

But we must understand that there is a limit to what an educator can transmit because he faces a human being who has to grow by himself, who in fact has to achieve self-determination and inherent freedom.

The highest perfection to which we can aspire is the education of the student for the responsible practice of individual liberty. We shall have to educate him for freedom, for love, for peace, for co-existence and for democracy. We shall have to motivate him towards such values. We shall have to equip him to go along his path with righteousness. And this is so because the complete education of a responsible citizen is the sole guarantee of a mature and stable society based on the respect for the institutions and aimed at the supreme goal of strengthening a common well-being.

That is how we have understood this, we, the ones who have the responsibility of leading this process of national reorganization. We envisage, as the aim of our task, an overall education capable of strengthening the significant and permanent values of the people of Argentina, of raising their national pride and transforming each inhabitant of this country into a fervent defender of the republican principles, democracy, and freedom. But we cannot become his freedom, live his life, or build up his peace; nor can we create his coexistence or shape his democracy. As the people of our country say, "We can teach him to fly, but we cannot follow his flight."

These reflections which I have shared with you, constitute my deep conviction as a man, a father and a ruler. The theme of this assembly prompted me to raise them, in the certainty that all of these reflections and still better ones, will be the outcome of your deliberations. I believe that the results obtained shall be legitimately and universally applied. May I express my support for the motto of this assembly: *Education for All.*

Power of Motivation for Educational Development

W. Clement Stone
Chairman, Combined International Corporation
Chicago, Illinois, U.S.A.

This is an important week in your life. It's an important week in my life. It's an important week in your life, if you are ready and willing to listen. It's my intent to motivate you, everyone of you who are ready to take ACTION. Action is the key word. All men who are slaves will be free. Who among us are not slaves to habits that may be undesirable. Those of us who are in the teaching field can free those who are endeavouring to help free themselves from economic bondage and from other forms of slavery.

As a youngster I learned for myself the two most important principles that every man, woman and child should learn in school but which were not taught. It is amazing that in this century in the development of psychology, educators did not see the obvious. Students have been taught to use memory over principle, instead of how to APPLY the principle. Knowledge is not power. That is fallacious. Knowledge is only potential power. It becomes actual power when applied—just like the motor fuel in your car is not power until you turn on the ignition and step on the accelerator.

The art of motivation, the power of motivation for educational development, is my specific interest. And because I made it my practice many years ago not to waste my time nor the time of my audience, be it on radio, TV, or the written word, I have made it a practice to actually endeavor to motivate individuals while sharing with them the art of motivation.

The art of motivation has not been taught. I will explain. Throughout the entire history of education, how to recognize, relate, assimilate, and apply principles, particularly in the behavioral sciences, as regards the functioning of the human mind, was not taught. Now what do I mean by that? Everyone recognizes to some degree, principles, techniques, systems, formulas, methods. What I mean is how to use the greatest instruments that were ever conceived, and everyone of you have them, a brain and a nervous system. There is not one of you who ever does anything unless it begins with the conscious or the subconscious, or the interaction of the two, or a response to the nervous system. The computer was designed from the brain and the nervous system. We have trained persons on how to use the mechanical computer, but until recently, when some of us broke the barrier, teaching how to use the human computer, was not taught.

Now, if it is true that you have a brain and a nervous system, and every living person throughout the entire world has that one thing in common, why not learn how to use it? It is true you do use it. If I were training individuals who had serious problems or who were searching, I might stand up and say: "If you have a magic wand and could have anything in life you desired, that did not violate the laws of God or the rights of your fellow men, what would it be?" That is a hard question to answer. The truth of the matter is, you can have anything if you learn how to use the human computer that the good Lord has given us.

A book which has affected the lives of countless thousands is *Success Through a Positive Mental Attitude* by Napoleon Hill and myself. I was born in poverty. I was very fortunate, even though my father passed away when I was quite young, because my mother sent me to a parochial school for a period of two years.

I started work at the age of six selling newspapers. I learned something. I learned how to sell and a six year old boy who needs money will get out and work. And to make a long story short, at age sixteen, I started selling insurance. At age twenty I formed my own agency. In 1937, I was given a book: *Think and Grow Rich* which corresponded with my own philosophy as I am sure that many of you will find when you read this type of literature. Because the philosophy corresponded with my own, I sent the book to all my sales representatives, office employees and staff. Suddenly, we found the key! People learned how to motivate themselves to achieve their goals. We found the vehicle whereby we could help a person who wanted help, to help himself using universal principles, which many of you are unconsciously using already. In 1952, I met Napoleon Hill for the first time. I endeavored to motivate him to get out of retirement. He started to work in 1908 under Andrew Carnegie, the great steelmaker, philosopher, and philanthropist. He agreed on one condition, that I be his general manager. At the time, I was building up what some call an insurance empire, but I agreed. I had learned how to recognize, relate, assimilate and apply principles into my own life. Abraham Lincoln is reputed to have read less but thought more than any other man in public life. In his time, according to his biographer, he had developed the unique skill of recognizing a principle related to himself, then assimilating and applying it. I read a book many, many years ago, *The Magnificent Obsession* by Lloyd C. Douglas. The essence of the book is that if you do good for others, without expecting a return to yourself, in fact accepting no publicity, not bragging about it, accepting no compensation, you can't stop it, reward comes back ten thousand-fold. But it is the title of the book that impressed me: *The Magnificent Obsession*. In those days I would not have dared to tell what I am going to tell you now.

I developed my own magnificent obsession. I made a vow that perhaps one day I could show my appreciation to my Creator for the blessings He bestowed upon me, not by merely saying prayers of thanks, but through action. I resolved that I would try to change this world and make it a better place for this and future generations. Can it be done? It is being done, on every continent of this world. And this afternoon, and tomorrow at workshops on motivation, those of you who are interested and have the opportunity to ask questions, can learn more about it.

Now, what does this mean to you? I will let you in on the secret: You are wasting your time. UNLESS YOU ARE READY! Unless you realize that you are an important person YOU ARE THE REFLECTION of divine power. You are the most important living person in your life. You have potential power which you may never use. But you have it! Why not learn how to use it? Whether I train teachers as I have for years, or whether I train disadvantaged youth in the Boys Clubs of America; whether I work with prisoners or with anyone else at any echelon of life, I find that everyone who is ready, if they have a positive mental attitude, can become rich and successful as an individual and as a contributing member of society.

What does this mean to you? It depends upon what action you take. You are in the greatest profession of all, helping and teaching those under your supervision. Be you teachers of teachers or teachers of children and youth, you not only affect their lives but countless of others as well. What's going to happen to you depends upon whether you develop a positive mental attitude and thereby unleash an unlimited store of energy and creativity.

The Democratization of Education: Implications for Educators

A. Babs Fafunwa
Lagos, Nigeria

Free Education At All Levels

Once upon a time there were no formal schools, no ministers of education, no superintendents of school, and no principals; but there were pupils and there were teachers. At that time there were no dropouts, no entrance examinations, no IQ tests, no tramps, no unemployed school leavers or problem children. In those days education of some kind was for everybody. In the African society for instance, traditional education was all embracing and every social institution was educationally oriented. Every individual was made to acquire behavior patterns, abilities and skills necessary for effective citizenship in the community in which he lived. The aim of traditional African education was multilateral, and the end objective was to produce an individual who was honest, respectful, skilled, cooperative and conforming to the social order of the day. While the educational objective of the system was never compartmentalized, seven aspects of it can, however, be identified:

a. To develop the child's latent physical skill;
b. To develop ethical character;
c. To inculcate respect for elders and those in positions of authority;
d. To develop intellectual skills;
e. To acquire specific vocational training and develop healthy attitudes towards honest labor;
f. To develop a sense of belonging and to participate actively in family and community affairs;
g. To understand, appreciate and promote the cultural heritage of the community at large.

Traditional African education was not a rigidly compartmentalized affair, as is the case in many of the contemporary systems. Children and young adults learned by doing. They learned good manners and social behavior as they learned to farm, trade, weave, etc., by actively participating in the processes via a number of methods, imitation, demonstration, rituals, ceremonies, etc. It is fair to say that the goal of education in the traditional society is for character training and job orientation. We can roughly divide the various traditional vocations into three:

1. *Agricultural Education* as represented by farming, fishing and veterinary science (animal care and animal rearing).
2. *Trades and Crafts* which comprise: Weaving (Baskets and Cloth); smithing (blacksmith, silversmith, goldsmith, tinkers, sword-smith, etc.); hunting; carving — wood and bronze; sculpting; painting and decorating; carpentry; building; barbering; drumming; dancing and acrobatics; hair plaiting etc.
3. *Professions* which comprised medicine, priesthood, divining, hunting, administration and government, etc.

Vocational education in the traditional society was largely predicated on the apprenticeship system and it was a time honored means of educating millions of youths and adults. African traditional education was an integrated experience. It combined physical training with character building and manual activity with intellectual training. At the end of each stage, demarcated either by age level or years of exposure, the child was given a practical test relevant to his experience and level of development in terms of the job to be done. This was a continuous assessment which eventually culminated in a "passing out" ceremony, or initiation into adulthood.

For the select or the elect, the secret cults served as institutions of higher, or further education and it was at this level that the secret of power, real or imaginary, profound African philosophy, science and religion were mastered. Irrespective of the level of education and training given during the pre-colonial days in Africa, it was functional because the curriculum was relevant to the needs of the society. Unemployment, if it existed at all, was minimal, and very few young men roamed the villages and towns.

Inevitably, however, formal school with all of its paraphernalia emerged in different countries and at various times in history. It started as special schools for the elite, the nobility, the powerful and the well-to-do. In England the school appeared as a two-headed monster; elementary education for the working class and secondary education for the middle class children, etc. After the Middle Ages and just before the industrial revolution, most of Europe was divided into two classes; the upper and lower classes. The former controlled all sectors of the economic, social and political life and stoutly defended the *status quo*.

When charity schools for the poor were becoming popular in England in 1722, Bernard Mandeville clearly expressed the upper class's attitude toward the education of the lower class. He said,

> "There is no need for any learning at all for the meanest Ranks of mankind; Their Business is to labor not to Think; Their Duty is to do what they are commanded, to fill up the most servile posts, and to perform the lowest

> offices and Drudgeries of life for the conveniency of their superiors, and common Nature gives them knowledge enough for this purpose . . . The more a shepherd, a ploughman, or any other peasant, knows of the world . . . the less fit will he be to go through fatigues and hardship of it with cheerfulness and content . . . "

The famous Dr. Samuel Johnson said, "Those born to poverty and drudgery should not be deprived by an improper education of the opiate of ignorance." And a familiar English folk rhyme goes:

> "God bless the squire and his relations
> and keep us in our proper stations."

But let us not forget that we all have, in our different countries today, our own 20th century Dr. Samuel Johnsons and Bernard Mandevilles!

Democratization of Education

To democratize or universalize education in any given country, whether developed or developing, the poorest child from the poorest part of the country must have access to quality education at all levels. His or her intellectual or manipulative ability will be the only limiting factor. In Nigeria as in many developing countries, considerable efforts are being made by the government and the people to universalize education. In 1976, the then Federal Military Government of Nigeria decreed that all Nigerian children who were six years old as of September 1976, would receive six years of primary education at the government's expense. By the promulgation of this decree, primary school enrollment jumped from 4 million in 1975 to 8 million in September 1976. It is estimated that by the 1981/82 session which will be the last year of the six-year cycle, primary school population will be about 15 million. In 1978 and 1979 respectively, the government introduced free secondary and university education in Nigeria. When the Civil Government took office in October 1979, it upheld the decision of the then Military Government on free education at all levels.

Before 1976, Nigerian schools at all levels in general and at primary and secondary level in particular suffered from an acute shortage of teachers, inadequate building facilities and equipment. With the introduction of the universal primary education (UPE) in 1976 and of the free secondary education in 1978, these problems became even more acute, in spite of the vigorous and gallant efforts made by the government to recruit and train teachers two years before the launching of these schemes. Today, at least 50% of our teachers are untrained and uncertified. The various states in

Nigeria are wrestling with the problems of training more teachers and re-training those who are already in service.

Should Nigeria or any other developing country have embarked on this laudable but costly and hard-to-implement scheme? This is not a simple question to answer. However, I belong to the school of thought which says that a journey of a hundred years starts with a first step.

Problems and Prospects

There are a number of constraints which must be tackled before the noble idea of "education for all" can materialize

1. *Curriculum Constraints*

Many countries, including Nigeria, expanded their educational facilities in terms of buildings, administration, teaching cadre, etc., with little or no modification of the curriculum. For example, we complained in Nigeria that the curriculum at the primary and secondary levels was not relevant to our needs and should be revised. Indeed, many revisions were proposed and adopted by the Government as contained in the government white paper entitled, National Policy on Education, 1977. However, these proposals have yet to be incorporated into our newly expanded school system. In other words, instead of baking new and more nourishing bread, we are now baking millions of the same old loaves. Nigeria is not alone in this dilemma. There is always a deep gulf between proposals and implementation in most developing countries.

2. *Accessibility Issue*

It has been said that mere access to educational facilities does not necessarily guarantee equal education among the population, particularly in the rural area. Rural schools tend to be poorer in facilities than those in urban areas. Boys may be favored over girls and vice versa in other areas. Moreover, not all the children who enter in primary school stay to complete the six-year primary education. Some factors responsible for this include relevance of the curriculum, socio-economic situation of the parents, distance from school, health reasons, hiatus between home and school, level of parental literacy etc.

3. *Hiatus Between Home and School*

This problem is more peculiar to developing countries where the western school has practically replaced the traditional education system. The typical African or Asian home has a different educational culture, the western oriented school has another. The western school is supposed to be an extension of the western home tradition.

Even then there is a gulf between the two but the disparity is even greater in developing countries. Many developing countries have yet to concern themselves with this important issue. Either the home culture has to be extended to the school or pre-school education has to be institutionalized, if the child is not to fail even before he or she enters the school system! Our Six-Year Primary Project in Yoruba (mother-tongue) at the University of Ife in Nigeria, speaks directly to this issue.

These then are some of the major issues involved in the process of implementing democratization of education at all levels.

Some Suggested Solutions

How then can we ensure equity in education? As we mentioned earlier, education is not schooling alone. Education takes place in numerous places and under many circumstances; at play, at work, at school, in churches, mosques and synagogues, in the open, under cover, at sea, on land, in the air, etc. We should again remind ourselves that education is the totality of experience.

Education is a seamless web. It goes on forever. It was the famous American educator, John Dewey, who asked the question: "What is the end of Education?" He answered his own question: "The end of education is more education." An anxious pregnant woman once asked a child psychologist how soon she should start educating her child, the doctor asked: "How long is your pregnancy?" The woman said, "three months.' The doctor replied, "Hurry home lady and start right away; you are already three months late!" Of course the famous cliché is still true; "Education is from the cradle to the grave." That is to say, we learn from the day we are born until the day we die. The only time we stop learning is when we are dead.

Life-long education, which is a misnomer because education by its very nature is life-long, has now become a popular cry. Schooling is short and time-bound but education has no end. However, it has taken man thousands of years to learn that education is life-long. It is indeed a recent phenomenon. Having now realized the importance of life-long education, man is now exploring how to organize it effectively in order for man to gain maximum benefit from it.

One author describes education as a subversive activity in that it opens the eyes of the learner and makes him less stupid; that is, it makes him wiser. As a Yoruba saying goes, "Those killed by folly are many; those killed by being wise are few."

Now that the world has entered the era of mass education at all levels, we need to redefine and reorganize the educational system in order to make it accessible at all levels and at any time in the life of an individual, irrespective of age or sex. We need to provide for the gifted, the average, the below average and the handicapped. We should cater to the drop-outs as well as those who have missed the boat along the line, due either to their own failings or for other reasons. There are many young people who had to quit school to work and help their parents or their younger siblings through school. There are also those who never had a chance to even get started. They have never seen the inside of a school, while there are those who are more interested in learning specific trades or skills and who are not attuned to pure academic work. The apprenticeship system has always been a part of Nigeria's educational culture, but we tend to look down on it because it is not modern or literate. But it was John Gardener in his book, *Excellence*, who aptly said, "A nation that scorns at excellence in plumbing because it is a humble activity and tolerates shoddiness in philosophy because it is an exalted activity, will neither have good plumbing nor good philosophy. And neither its pipes nor its theory will hold water."

Many countries of the world, including developing countries, have come to realize the need to provide a life-long education program for their citizens. It is necessary and essential both for the literates and non-literates alike. Skills are changing, so are demands in many fields. Citizens of developing countries, like others, need to update themselves, enrich their background and extend their horizons.

Teacher education must be streamlined and be made more flexible to reflect the changing times and meet the challenges of tomorrow.

Finally, the type of educational program envisaged for developing countries for 2,000 A.D. is better summarized in the UNESCO'S twenty-one point recommendations made to the United Nations General Assembly in 1972.

Twenty-One UNESCO Recommendations

1. We propose life-long education as the master concept of educational policies in the years to come for both developed and developing countries.
2. Educational institutions and means must be multiplied, made more accessible, offer the individual a far more diversified choice. Education must assume the proportions of a true mass movement.
3. Each person should be able to choose his path more freely, in a more flexible framework, without being compelled to give up using educational services for life if he leaves the system.
4. Artificial or outmoded barriers between different educational disciplines, courses and levels, and between formal and non-formal education should be abolished; recurrent education

should be gradually introduced and made available in the first place to certain categories of the active population.

5. The development of education for pre-school-age children must become one of the major objectives for educational strategies in the 1970's.
6. Universal basic education, in a variety of forms depending on possibilities and needs, should be the top priority for educational policies in the 1970's.
7. Rigid distinctions between different types of teaching; general, scientific, technical and professional, must be dropped, and education, as from primary and secondary levels, must become theoretical, technological, practical and manual at the same time.
8. Professional and technical training colleges must be developed in conjunction with the secondary education system. The instruction they give must be followed by practical training at places of work, all of which must above all, be completed by recurrent education and vocational training courses.
9. Efforts must be made to bridge the gap, still found in all too many cases, between educational establishments and business companies, whether privately or publicly owned, for the latter constitute a key element in the overall educational system.
10. Throughout the post-secondary educational system, structures, subject-matter and student-categories must be very broadly diversified.
11. As educational systems become more diversified and as possibilities for entry, exit and re-entry increase, obtaining university degrees and diplomas should become less and less closely linked to completing a predetermined course of study.
12. Examinations should serve essentially as a means of comparing skills acquired under varying conditions by individuals of different origins, a mark not of a conclusion but a starting-point, helping each individual to assess the effectiveness of his own study methods.
13. Educational strategies in the coming decade should have rapid development of adult education, in school and out of school, as one of their priority objectives.
14. In all areas where there is widespread illiteracy, programs organized for the adult population must include a strong literacy campaign.
15. Institutions and services of a new kind, intended to help people teach themselves; language laboratories, technical

training laboratories, informaton centers, libraries and related services, data banks, programmed and personalized teaching aids, audiovisual aids, etc. — should be integrated into all educational systems.

16. (a) In the conception and general planning of education systems, allowance must be made for the possible contribution of new techniques with a view to developing a unified process aimed at using available means and resources in the most efficient way.
    (b) When getting systems with technological support under way, strategies must be differentiated according to different levels of economic development.
17. (a) Modify teacher training progress so that teachers are equipped for the different roles and functions imposed by new technologies, and
    (b) Reserve a fixed part of the increase in education budgets for the rational development of sophisticated techniques.
18. Legislative, professional, labor unions and social action should gradually reduce and finally abolish hierarchical distinctions maintained for no valid reason among the various categories of teachers.
19. Conditions in which teachers are trained should be profoundly changed so that, essentially, they become educators, rather than specialists in transmitting pre-established curricula; the principle of a first, accelerated training stage, followed by in-service training cycles, should be adopted.
20. Auxiliaries and specialists from other professions (workers, technicians, professional and executive personnel) should be called in to work beside professional teachers. Authorities should also enlist the cooperation of pupils and students in such a way that they teach themselves while instructing others, and become imbued with the idea that acquiring an "intellectual capital" involves its possessor in the duty of sharing it with others.
21. It should be made a principle to center educational activity on the learner, to allow him greater and greater freedom, as he matures, to decide for himself what he wants to learn, and how and where he wants to learn it and take his training. Even if the learner has to accept certain pedagogic and sociocultural obligations as to subject-matter and methods, these should still be defined more in terms of free choice, of psychological propensities and drives among learners than has been the case in the past.

Democratization of Education: The Teacher's Role

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The choice of the Argentine Republic as the host country for the XXVII Assembly of the International Council on Education for Teaching has constituted, for the authorities, teachers and the national community an event of significant importance. For the first time in our country and for the twenty-seventh time throughout many countries on different continents, we, who are responsible for education in the member countries of ICET, have met again in order to discuss the best way to accomplish a goal. This goal, the importance of which increases in our time, is the assumption of responsibility for supplying spiritual and material prosperity both to the individual and to the society in which we live.

This has enabled us, in the first place, to demonstrate, in an acknowledged international forum, the efforts that the Argentine people and Government make in order to build an educational system capable of implementing a continuous aspiration of the community. This aspiration is summarized coherently in the motto of this assembly: EDUCATION FOR ALL.

In the second place, the presence here today of leaders and teachers coming from the remotest corners of the world is a meaningful event for us, for our land welcomes the presence of all men.

To educate is to develop the intellectual, moral and physical characteristics of the pupil. An individual is being educated throughout his life so that he may reach his highest fulfillment as an individual and positively integrate himself into groups with which he coexists. The task of the teacher is such a committed one that he should carry it out bearing in mind the goals to be achieved. These imply the following features:

Efficacy; working with dedication and skill in a vocation freely chosen and with the power granted to him by his social status.

Efficiency; which is the use of one's own personal and professional qualities at the full service of *doing for others,* a task which is measured by the qualities of the one who teaches as well as by the changes that occur inside one who learns.

Effectiveness; which is the verification that the learning outcome, obtained through effort and under guidance, may be true. This involves continuously evaluating the variables of learning such as method and subject matter, as well as one's own action, one of the most significant variables on account of its impact in the outcome. This self-evaluation will enable the teacher, through a healthy self-criticism, to achieve a strong *self-orientation*, the essential basis for further education.

Nowadays an educator tackles simultaneously practical problems created by the pressure of many expectations from the state, the society, the family, the student himself, and from the theoretical problems fundamental to any scientist who is pressed by the advance of science and technology. These pressures transcend the physical space of the school and the limited time to meet them. They take up the whole of a teacher's time and his life.

Achieving Educational Quality and Quantity

Throughout the conference a common concern stands out; how to foster the quantitative growth of the educational systems so as to provide equal opportunities without damaging the quality of education.

Formal educational systems all over the world should provide educators with opportunities for systematic updating and renewal if we want to meet the demands for universal education. These opportunities should go beyond what is merely pedagogical or didactical. They should include general culture, since education is a formal instrument of culture and its lack would invalidate it. The whole educational administration of our countries should enable teachers and pupils to exercise without drawbacks, limits or obstacles, their undeniable right to their own, broader education. They should also give immediate answers to the urgent need for rich, truthful and dynamic information on duties, rights, tasks and possibilities, which all those concerned with education experience as a requirement for better fulfillment.

These objectives cannot be achieved from a narrow standpoint but with an interdisciplinary approach going beyond the pedagogical field towards an unavoidable link like economic and sociological areas. *EDUCATION FOR ALL*, does not mean only quantity — more beneficiaries — but also quality — better benefits. This goal should be undertaken through:

- A clear knowledge of the present state of education in every country and region, through thorough diagnosis, showing not only successes but also lacks and even damages we are suffering,
- An objective understanding of our own possibilities, avoiding rush and impatience, as well as unjustified and consequently unfair delays,
- A determination of possible policies and strategies, accepted by

the leaders of the different areas, which, generating a high degree of willful agreement, may reduce to a minimum compulsion as a means for its fulfillment,

- Freedom for choice of the means and procedures for the achievement of the proposed aims. Freedom in the choice of means, the discovery by the teacher of a more suitable use of things or of his own ability, is the biggest contribution that a teacher can make to the community where he works,
- Centering responsibility upon the educator and educational leaders for the implementation of moral standards,
- Recognition of the unlimited diversity of human types and to frame educational services which, while assuring equal opportunities, offer an unlimited diversity of alternatives,
- International cooperation, sharing efforts among the countries here represented, together with those who are not, in order to make everything possible.

Preparation of human resources, training for more and more sophisticated economic roles, fostering of social mobility, are all functions required of education today. To commit all our efforts in the organization of educational systems meeting these requirements, is a demand of the present time.

This must be done without forgetting that the spiritual education of man is a transcendent goal of teaching and an unavoidable task. The present always lives in the future, prefigures it. Hence we can state that in education, the future is today. And it is so, in the sense that this future depends basically on the training we may provide through the educational activity.

In my capacity as educator, I know that only by means of education can we turn this society, in the short run, into a reality fostering understanding among all the peoples in the world. I am thoroughly persuaded that, through the different sessions of this World Assembly, we have contributed to a clarifying task, which will result in an improvement of the quality of education in the countries here represented. And this clarification shall be translated into concrete actions, enabling the reassurance of the principles implied by the expression EDUCATION FOR ALL.

So, I ask countries of the world, represented here to cooperate with one another in truth and justice and in the exercise of disinterested charity, in order that all men may receive the best education with which our nations are able to provide them. The ultimate goal is to achieve the general well being demanded by all in peace, prosperity and respectful coexistence, among all countries in the earth. I pray GOD may guide us and give us strength to fulfill this duty.

Education to Meet Individual Needs

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History as a Frame of Reference

There have been two main stages in the chronological development of the concept of education during the past few centuries.

The first stage was characterized by the evolution of communities, conventionally labelled as "ancient," into modern societies which preceded the industrial revolution by two centuries.

It was the time when early capitalist societies of modern history felt the need to establish a specialized agency — the educational system — for the training of the young, a task heretofore performed by private tutors or carried out through apprentice work closely connected with production.

This system which I would like to term "public school" in the sense of a specialized agency charged with educational tasks, worked satisfactorily for three or four centuries, relying on the separation of school life from work-life, and the development of syllabi, often minutely specified by the govenment and not easily amenable to change. It is thanks to the above mentioned terms of reference that Eurocentric societies have succeeded in maintaining a comparatively strong stability.

Post-War Mutations

After World War II, this system has shown signs of crisis. The word crisis does not necessarily mean degeneration, in fact it may be taken to mean rapid change. The critical new points in this change can be summarized as enlarged overall picture, mutation of objectives, and quality change.

I would like to discuss these points, since their interconnections will eventually breed an entirely different reality as sometimes happens in the final stage of slow genetic mutations when new species are generated.

First, during the past two or three decades, far higher attendance rates were recorded compared to previous periods.

In connection with the increased tempo of economic growth in the western world, social groups hitherto untouched by education have been subjected to extended educational exposure and have consequently received irreversible messages.

The extension of compulsory education to include more age groups, sometimes up to age 18, is the clearest indication of a genuine breakthrough in education.

A second, not less revolutionary mark is to be found in the extension of educational services to new users, located both below and above the recently extended, yet traditional educational ladder.

Children in the age group three to five, adults, workers, and, generally speaking, less able students and dropouts, form the bulk of the new school population. They have not just been juxtaposed with the more traditional groups, but have often broken into those groups giving rise to an entirely different mixture of school population. The progress of medical studies and the extension of man's average lifespan, (as is known, we are a four-generation society) has given new impetus to the introduction of these newcomers into the school system.

At the same time, new out-of-school educational opportunities have further challenged traditional schooling and have given a more dynamic impulse to the old educational system.

Meanwhile, the objectives of education have changed too. The most obvious evolution in this respect can be observed in the collapse of the traditional barrier between school- and work-life. At present the former is no longer a preparation or initiation into the latter. It is itself a form of work.

In many countries, including mine, university students are paid to study simply because studying is considered another kind of work. At the same time an incredibly numerous group of new professions has caused the educational system to undergo incessant transformation under the stimulus of ever-changing impulses originating from the academic world.

Finally, closer relations with the economic system have more and more heavily burdened education.

As for changes in quality, it is a trivial remark to state that, beyond a certain level, any increase in number is likely to affect quality. Thus, for instance, higher education institutions enrolling 20% of the age group (as in Western Europe), or 40% (as in the U.S.), would certainly not be comparable with higher education in a country where student enrollment amounted to only 5%. This becomes even more obvious considering that attendance rates in upper secondary education in the aforementioned countries range from 50 to 90% of the corresponding age groups.

New needs have emerged as a consequence of better living conditions and also the antagonistic attitude of the younger generation against industrial massification of society. The economic recession has fostered, by contrast, a revival of the private, of the individual, and the expression "small is beautiful."

A Trend Towards Divergence

Based on these assumptions, any attempt at a global assessment of present-day education the world over would certainly reveal more shadows than light. At the end of the present economic cycle characterized by recession after a period of growth during the past twenty years, both developed and developing countries are now experiencing more hardships than at the beginning of the cycle.

Today we are confronted with an increased educational gap between industrialized countries and the rest of the world. In developing countries, the undeniable success of literacy campaigns has been frustrated by the increase in birth rates. Despite the huge efforts made, today there are, on the whole, more school dropouts than ever before. But even within developed countries the divergence between top level social classes and those at the bottom of the educational ladder has increased, and all attempts to fill the gap have eventually failed.

We are, therefore, in the presence of a trend towards cultural diversification which is predictably bound to grow deeper, in spite of all efforts to move in the reverse direction and draw closer the various groups, skills, and professions.

As the Club of Rome complains, it now looks as if the world were heading towards "global barbarism." At the end of the present economic cycle, characterized by boom and recession the world over, the predicament we are in could thus be described: those countries, families and individuals who were well-to-do 20 years ago have grown wealthier; those who were educated then are even more educated today; those who were powerful wield more power today.

It is not by a mere chance that fully developed nations like Italy, which is the seventh most industrialized country in the world, have not yet been able to eradicate illiteracy. And, even worse, in those countries like the United Kingdom where illiteracy had been eliminated, there has been a relapse, probably due to the fact that illiteracy is an unavoidable evil of industrial society and of its inherent hierarchical system. In the U.S., the most highly industrialized nation in the world , there is an appallingly high number of illiterates.

Democratization and Individual Development

The challenge of the 1980's must be considered in terms of: a) democratization of teaching; b) mass education and; c) education for individual development. A balance among these three components is difficult to achieve in the framework of a global and at the same time diversified strategy.

First of all, a preliminary misunderstanding should be dispelled in this connection. Democratization and individualization of teaching are usually thought of as attempts to achieve an extension of the educational system to reach each single person. Referring to large figures (those which are more significant and socially relevant), any such stance appears utopian, as well as ambiguous and misleading. It is utopian because any such huge effort could not possibly be undertaken even by the richest nation. It is ambiguous because the idea is not to tailor an educational suit for each student in the world. It is misleading because, by setting impossible goals, one would stress the elitist features of a system which — as already stated above — is shaped like a pyramid.

In the city of Rome, where I live, enormous amounts of money have been spent to convey electricity and water to constantly expanding suburbs. Nothing like that could be done in terms of traditional education. An example relevant in this context may prove helpful. Revolutionary reforms in the field of information have not been achieved by trying to deliver a newspaper to each person. A new way of conveying information has been devised, namely via radio, television and — coming soon — informatics. Something similar ought to be done on behalf of democratized, individual education.

Again by way of comparison, we ought to be capable of giving each person a chance to select his own information by choosing from among a wealth of materials supplied, without his being forced to accept passively whatever has been selected in advance. Education should, consequently, be planned anew to meet the challenge of individualization.

Here again it must be stressed that this does not mean an impossible, desperate search for the individual. The idea of a tutor for each disciple is ridiculous and utterly negative. It would be tantamount to saying that social security should be sought by assigning a policeman to each citizen.

An idea worth developing is that of supplying integrated, multipurpose educational facilities to offer opportunities to each individual for building his/her own personality through educational choice, and for possible reconversion.

In other words, everyone should be offered a chance for alternative training and for a dynamic placement within the community. Everyone should be given the possibility of easy transition from school to active life and vice-versa.

Genetic Heredity Versus Self-Organization

It would be a hindrance and a mistake, however, if the issues "democratization — mass education — individual development," were to be reduced to a mere organizational problem. The setting up of new, different structural components is an obvious requirement to be met, but it is not the only problem. The underlying educational issues are far more challenging.

At the root of the process for the identification of individual needs lies an ideological choice which must be carefully directed towards new training programs. It is a double choice, namely between genetic heredity and innovative self-organization on the one hand, and the mere acceptance of differences and the creation of a new order based on differences on the other.

These two key issues deserve special attention. The first, which extols individual and family genetic heritability has been recently reappraised by socio-biologists. The choice is now to be made between two different views of the world: one, derived from age-old determinism, (through Schopenhauer), has been revived by Edward O. Wilson, who maintains that individuals are the temporary terminals of an independent chain of genes. The other is a new conception which, while accepting the undeniable foundations of genetic heredity, seeks to identify the self-organization processes of humankind as a means for individual development. This in turn is capable of producing lasting mutations which are likely to divert the course of history otherwise doomed to a deterministic and blind destiny.

If the latter hypothesis is made to prevail it will be encompassed in a comprehensive, dynamic conception which will help explain better both survival and innovation. The consequences in terms of education are obvious. Democratization then will be synonymous with a freely chosen hueristic and evaluationary process.

Along this path, a new kind of social organization is achieved, namely, the one cited above as the outcome of a shift from mere acceptance of differences to the recognition of their being the very foundations of a new social setup. Shaping the individual through teaching will then no longer correspond to the abstract morals of the majority, but to the morals of diversity and each individual will retain his own cultural marks, as unique as one's own fingerprints.

Thus it will be possible to elevate such underprivileged groups as women, aged, handicapped, retarded, social outcasts, and the like by affirming that equal dignity be recognized in the face of varying individual conditions. In the end, the only actual differences to survive will be those brought about by economic power. It is these differences, indeed, that will have to be discussed at the political level after all the individual configurations have been subsumed in their infinite variety, at the educational and cultural level.

Ways and Means

This is the key to the correct evaluation of the attempts currently being made in the various countries in an effort to offer a combination of unitarian and diversified opportunities.

Quite often different groups of trainees must be taught, showing varying degrees of interest and learning ability owing to their particular economic and social conditions or to their own cultural background.

In order to classify the underprivileged, the so-called "vulnerable groups" or "risk groups" have been identified.

Cultural or linguistic minorities, a large share of the population of the so-called "fourth world," the physically and mentally handicapped, the inhabitants of depressed areas also in developed countries, and, from a certain viewpoint, the most talented among them could be listed as having unique characteristics of their own.

It must be added that additional vulnerable groups are also likely to originate during the early educational stage. They include those who are not interested in education or who have gradually become marginal as the educational process moves forward.

A radical view prompts the question as to whether any definition of vulnerability of the above groups reflects primarily the characteristics of the organization that labels them as such, or represents the real condition and needs of group members.

To an educationalist, for instance, a risk group would be "low ability" students. But it remains to be seen whether those who belong to this group, undoubtedly vulnerable inside the educational system, are just as vulnerable outside of it. It would also be interesting to find out to what extent, inside each group, individuals are aware of their vulnerable condition, for example, the nomads, or whether they regret it and admit it is a state of inferiority. If so, how do they feel about being integrated into a system such as education.

Be that as it may, the most obvious trend in educational philosophy and practice during the recent past has been one of positive discrimination towards vulnerable groups within the educational system. The objective has been full integration and equality of opportunities in order that differences may be safeguarded and the goal of self-assertion be made real.

Various measures have been adopted to this end, such as; specialist medical care for the bearers of handicaps; the recruitment of specially trained teachers; the supply of social, psychological and pedagogical services and; finally, the arrangement of specific remedial activities designed to offer less talented pupils an opportunity to attend regular school courses.

This kind of educational planning offers the opportunity for flexible and varied performance in teaching e.g., interdisciplinary activities, individual remedial training, grouping of students from the same class or from different classes. The measurement of school attainment is essential in this respect.

Scholastic attainment is based on three elements, namely a) initial assessment to serve as a rational basis in the preparation of teaching plans, b) appraisal of interim progress as an intermediate planning stage with consequent confirmation or alteration of teaching plans and, c) final evaluation and validation of educational efforts vis-a-vis the individual student.

An additional positive discrimination is to be found in the adoption of a common syllabus for male and female students. Until recently, technical activities, for instance, had different specifications for boys and girls, but now they have been merged into a new subject, technical education, offering equal opportunities to all students irrespective of sex. As is known, girls have long been disadvantaged with regard both to access to education and actual training.

Concerning job opportunities, conditions are different. It is interesting to note that in many developed countries, girls attending upper education courses are more numerous than boys since the latter are offered attractive job opportunities, whereas for girls, staying on in school is a lesser evil. This is an obvious instance of positive discrimination in the field of education, but one of negative discrimination in the labor market.

A particular risk group in Europe is the one made up of migrants' children forced to return to their country of origin owing to the economic recession. Special educational programs have been arranged to facilitate their placement at the educational level suited to their own age, irrespective of their previous level of attainment, so that the ghetto of the so-called "special classes" could be avoided.

Similar problems exist also in the receiving countries. At a UNESCO meeting of the European Ministers of Education held in Sofia in June this year, the Minister of Education of Switzerland, a country where immigrants are plentiful, stated that special measures are being taken to promote the social integration of pupils and students from other countries. Efforts are being made at the same time to keep alive their own culture of origin, a balance difficult indeed to achieve.

Another "risk group" is that of the children from poor families. In this regard, it is worth mentioning an experiment in progress in Italy. In Ispica, a small town of almost 15,000, in the island of Sicily, a pilot-project is well under way, designed to break the vicious cycle of unfavorable economic conditions which are believed to be both the cause and effect of low educational attainment.

Having realized that the poor educational level of the family is largely responsible for children's failure in school a two-way attack has been launched in an effort to educate nursery school children and their parents in the same school building.

The experiment, labelled "Infant-Adult Education Project," has been going on for five years and has yielded significant results. What is truly remarkable is that since no official government syllabus exists either for nursery or for adult education in Italy, Ispica's educational community has worked out its own syllabus and, what counts most, the same topics have been selected for children and parents, subject, of course to a different methodological approach. For example, during the early stages of the project, the surrounding environment has inspired the choice of topics like agriculture, handicrafts, building construction, etc. Last year, for the first time, an apparently abstract concept has been introduced, namely, mutation. It has been taught using very practical examples such as the phases of human life and the alternation of seasons.

Now that the five-year cycle has reached its completion, the education imparted appears to have been instrumental in the process of development of the personality of all adults and infants participating in the experiment.

On the whole, a homogeneous yet strongly individualized cultural condition has been the keynote of the project. Schooling has been made to appear synonymous with deep interaction with the surrounding district first, and with the entire town afterwards.

The case of Hungary is of particular interest for it concerns a socialist country where successful efforts have been made to eliminate economic disparities considered to be the main cause of the reproduction of social imbalance.

A recent study by Ference Gazso shows that the elimination of the barriers of an economic nature, although not complete, has not cancelled the serious imbalance in school attainment. Thus, for instance, the children of skilled factory workers enjoying higher income than most average professional people, still rate below their schoolmates from educated white-collar families in performance and results.

The author draws the conclusion that it is the difference in cultural background and not in economic status that explains the persisting imbalance in educational attainment. Therefore the school must be called upon to undertake a complex initial levelling operation which is probably the only one capable of promoting more balanced conditions for access into active life.

Conclusion

The conflicting purposes of our age resemble, in a way, those of the false "Gilded Age" in the United States of America, satirized by Mark Twain. The present day "rise of the masses" seems to have occurred too suddenly throughout the world, as it had in America in the post-Civil War period. It was then that the great poet, Walt Whitman, wrote his "Democratic Vistas," a composition which has rightfully been assigned the rank and dignity of a Socratic dialogue. In it he clearly saw how two seemingly opposing forces — individualism of man (which he also termed "personalism") and the power of masses — could be reconciled and merged, thus proving mutually profitable to each other.

I wish to conclude my remarks by quoting his words of prophetic wisdom which sound particularly relevant in the context of the issues of democratization today.

> "Underneath the fluctuations of the expressions of society, as well as the movements of the politics of the leading nations of the world, we see steadily pressing ahead and strengthening itself, even in the midst of immense tendencies toward aggregation, this image of completeness in separatism of individual personal dignity, of a single person, either male or female, characterized in the main, not from extrinsic acquirements or position, but in the pride of himself or herself alone; and, as an eventual conclusion and summing up (or else the entire scheme of things is aimless, a cheat, a crash) the simple idea that the last, best dependence is to be upon humanity itself and its own inherent, normal, full-grown qualities, without any superstitious support whatever. Indeed, it is this idea of perfect individualism that tinges and gives character to the idea of the aggregate. For it is mainly or altogether to serve independent separatism that we favor a strong generalization, consolidation."

Democratization of Education: The Role of Educators

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The Argentine Republic, through the big gate that is the province of Buenos Aires, has received during these days a group of people who have decided to meet here in assembly in this splendid city of Mar del Plata. This could have been another evanescent event among many others. However, starting with his Excellency, the President of the Nation, the country has followed it and looked upon it with special interest and attention. What does this mean?

On the one hand, it means that, prior to the arrival of these people who came to visit us from far away lands, we, the Argentine people, have known how to reiterate the traditional gesture of hospitality which molded our National Constitution as a door for all those men of good will of the world who would like to come to our homeland. On the other hand, it means that these participants, ignoring ethnic, cultural, and national differences have come to share with us a common preoccupation with education, education of a universalizing range, which is a responsibility and the birthright of all mankind. Argentina ascribes a fundamental importance to this education for the attainment of the common welfare of the homeland and the progress and integral development of the people.

We believe moreover, that *everything passes through education*. You have convened under the motto "Education for All," which is like sustaining the same thought in a different way. In order to reaffirm the truth of such an approach we have only to remember that saying, "He who is hungry must not only be given fish but taught how to fish." There lies the key to individual survival as well as the survival and growth of societies, families, groups, nations and mankind as a whole. We come upon the suggestive name of the International Council on Education for Teaching and the theme of its XXVII Annual Assembly, "Education for All." How could we not feel interested and involved in the matter? It is always enriching and interesting when we educators share our thoughts on the nature of our special professional duty. But this is particularly important when the conference theme coincides with the theme of Argentina's own concerns with the "training of educators to face social and individual needs." The assembly has undoubtedly been fruitful, at least for us Argentines, because it has enabled us to compare our experience with that of others, and at the same time to get together once more within our own home. We hope that our guests have also enjoyed their stay among us.

The starting point of any consideration on the human way of taking action is always the analysis of the force and power of motivation to move man and to stimulate educational development. Not without sense therefore, did you first approach and then reiterate precisely that same subject. I am certain that, beyond the resources and techniques that may be usefully employed in this respect, we will all agree that what makes us act as men is the vision of a goal and destiny to be more and better, seeking truth and good fortune. The teacher is called upon to impart goals in the service of educational development and the education of mankind.

The educator is not only a participant in the development of the individual and the community in the sense of an ever-increasing addition of abilities, but he is also a participant in the integral process through which the dignity of the human being is preserved and enhanced. Therefore, the task of the educator cannot be reduced to the successful achievement of a good product, technically balanced, without considering the means or the motivations that come into play and ensuring that the aim "to have more" not be achieved to the detriment of "to be more".

The educator's vocation is, above all a *vocation for values*. The educator is the treasurer of a culture that he must explain, transmit and enrich; of a culture which has deep spiritual and moral values, one in which historical identity is ensured while granting those foundations and ideals that will allow the students to be the builders of a new society.

The educator's vocation is a *vocation of freedom and love*. Culture, a link that is the basis of the educational relationship, arises from a climate of freedom of the soul, a climate where clearness of thought is fruitful and love is generous and altruistic. There is no climate of freedom without these virtues of thought and of love and hence, the need to motivate and assure its advancement in order to obtain a morally adult state. Thus, culture requires an authentic climate of freedom and t e shaping of responsibility of each and all, the moral shaping that orders creativity and fosters the virtues of the individual, social and transcendent life. The vocation of education is a *vocation of justice* because culture at all its levels, material, artistic, intellectual and moral can only be based on mutual respect and joint cooperation based on the dignity of man in a just social order.

The vocation of education is a *vocation of service;* service in occupation, service in the search for truth, and service in the generous donation of love for fellow men and for goodness. If it is true that morals have ascendency over technique and man over things, it seems true that the educator whose vocation is practiced for the achievement of culture must create, plan, and manage his *task* in a service which is bestowed on families and the national community. It is only in this service that the educational task assures that man himself will grow in the measure he serves his fellow man.

The education that everyone has a right to is a unifying and joint process because its aims, being common, allow the starting of solid *relationships* in which everyone is actively committed to reach common goals. This is the true sense of the *democratization* of education, that education *belongs to all in order to* jointly reach goals, aims, and values which, because they are the highest and most perfect, are necessarily common. They therefore lead to the integral growth of each and everyone.

Ladies and gentlemen: the Minister of Education of the nation is pleased that Argentina has received and assembled all of you. He is grateful for the contribution shown by your efforts and begs you not to falter on the route already undertaken. And if you are going to traverse the roads of our homeland or if you are going back to the places of daily work, please always know and bear in your mind and in your heart that the Argentine Nation wishes you success in the promotion of education and education for teaching, because *everything passes through education,* and it is *Education for All.*

Universalizing Education: Greater Equity For Women

Paz G. Ramos
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Universalizing education is democratizing education. It refers to the achievement of equal access to education and equal educational opportunities for all citizens in order that they can contribute to their country's development. A common thread in the development process is that man is the main ingredient as well as the ultimate goal of development. There is no development that does not lead to man's well-being. In this connection, there is a growing concern in many developing countries that the benefits of social and economic growth have not been equitably shared. This has led to disparities among different segments of society, especially women.

Recent studies have shown that few development projects had given serious consideration to the specific situation and roles of women or, very importantly, to the work traditionally performed by women in the societies for which the projects were designed. Consequently, development schemes too often had overlooked women's traditional economic and social roles, thus widening the gap between opportunities available to women and men. There is, therefore, an urgent need to improve women's integration into the total development effort.

One of the strategies adopted in some countries is to universalize education at the first level through both formal and non-formal means. Measures are undertaken to promote equality of opportunities, accelerating and supporting further education of girls and women. The ultimate goal is to achieve the integration of women as full and equal partners of men in the total development effort. In the process of achieving this goal, we are faced with the following concerns:

Sex Role Typing

This starts from the informal education and training children undergo in the home and continues through the formal education in the schools. It is common to see daughters trained by their mothers as little helpers in household chores while sons develop skills related to what father does. The formal school curriculum tends to follow this. It is to be noted that institutional sexism, as practiced in formal schooling, would be an impediment to women's achievement of equality. The "weaker sex" may benefit less from the formal education system.

The High Rate of School Dropouts

There is a tendency for a high dropout rate among girls. This may be attributed to lack of adequate transportation, security and other factors. For example, in the Philippines, the 1970 census shows that 67% of the 6-14 age group were enrolled, but only 33% of the 15-24 age group remained in school.

Cultural Attitudes

In some countries, a woman's role is still primarily seen to be marriage; thus, education for women may receive less attention and a lower priority. In addition, religion, customs, mores and traditions may be other obstacles to women's education.

Work and Employment Activities

Women employees may not enjoy equality of opportunity with men for attaining top position in government or private firms. Although the law guarantees it in some countries, equal pay for work of equal value remains to be implemented.

Education for the World of Work

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The progress of a nation depends to a great extent on the efforts of its people. To build up human capital is a prime task for a nation that seeks development. This means improving the education and training opportunities.

The relationship between education and employment has always been one of the major preoccupations of educational planning and has increasingly attracted the attention of educational researchers. Recent years have witnessed a growth of interest among scholars and policy-makers alike, in clarifying the role of education in economic development.

In the seventies, enrollment in the institutions of higher education reached its peak in a number of developing countries, resulting in a fivefold increase of the number of graduates in twenty years' time.

The rapid expansion of higher education has created as many problems as it has solved. Principal among these are:

1. The lack of relevance of the content and structure of higher education with respect to national needs, since the expansion did not take into consideration the changed needs of the society in the political, social and economic spheres,
2. Lack of confidence on the part of the key production sectors of the economy in institutions of higher education due to inadequate interaction between the two,
3. Increase in expectations among the students which could not be met,
4. And most important, the mismatch in quantitative and qualitative terms between the output of the system and the absorption capacity of the labor market.

The authorities of higher education are partly handicapped by the problems of the employment market, the world of work and its everchanging nature. It is usually difficult for them to assess the forecasting of manpower needs and assessment of needs for skills in the society.

The importance given to manpower planning is only natural because the decision-maker has to know that many of the school-leavers could be usefully employed, keeping in mind the economic development prospects.

Although special emphasis has always been placed on higher education, its problems affect to no less a degree the other levels of education. But higher education authorities have a special responsibility. It is the higher education system which provides guidance for the whole education sector and any defect in this system creeps into the other levels of education very quickly.

It is also the higher education system that produces the leaders of developing society, and one cannot expect strong leadership to come out of a poor education system. Small mistakes in decision-making for higher education can create serious political and social crises. Many of the problems emanate from the interrelationship between the operation of the labor market and the system of higher education.

In addition, if other levels of education are not properly developed, a defective input into the higher education system would not enable the system to develop properly.

Unemployment Among the Educated

Whatever educational leaders may have thought were the aims of education, for most students the aim is clearly to obtain a good post in the government or an appropriate job elsewhere and to have a respected status in society. For many students, especially in rural areas, this has meant an escape, using education as a passport to emigrate from village life with its problems of poverty and disease, to the lights of the city to seek a suitable job.

At first, the employment prospects in developing countries were excellent because they were desperately short of educated manpower of all sorts to staff the expanding government services and to pursue the mammoth task of nation building. Two decades later they have found more educated people than their economy seemed to be able to use.

However, if an educational system turns out people who cannot find a useful outlet for their activities, the resources expended in the effort, from the purely economic point of view, are unproductive. This means that, to get a balanced educational system, unemployment among educated should be kept to a minimum level.

In fact, unemployment problems in many cases are threatening to upstage population problems, and are of such overriding importance in some countries that the fate of governments is bound up in the success of their resolution. This emphasis on employment is hardly misplaced.

Part of the explanation for high unemployment in those countries where it exists, is the low level of educational attainment and the limited mobility of the workers who are therefore poorly suited to jobs in the modern industrial and service-oriented growth sectors of the economy.

Massive investment in education can make an important contribution toward slowing the growth of the labor force through its effect on activity rates at the younger working ages. Educational expansion would absorb many of the younger persons at the time of substantial unemployment and rapid growth of the labor force, and release them (with an enhanced educational background) as additional jobs become available and the growth of numbers in the labor force ages begin to slacken.

Stated in economic cost-benefit terms, the assumption is that the additional output that would have resulted immediately by turning loose extra workers onto the labor market would not be enough, in the eyes of society, to outweigh the advantages of the larger output that would subsequently result by holding them longer in educational institutions.

Another way in which the growth of the labor force can be slowed is through a reduction in the birth rate. This is a long-term effect. However, in the short run, its effect may be rather to increase the growth rate of the labor force by releasing women who would otherwise have been occupied with childbirth and child rearing.

Impact of Education on the Economy

In any society the educational system has to be closely linked with the economy in so far as the members of the society must be trained in the skills they will require as adult members. This new insight into the function of education in society has brought about changes in government policies in many developing countries.

As a result, education has not only become a service provided by the government to the members of the society, but it is also an industry like any other industry, with certain inputs and outputs, and it is a product as well as one of the factors of production.

The economic function of the educational system in the advanced industrial society is to provide the labor force with more skilled manpower that matches the needs of the economy and to give future consumers the knowledge that they will require. No doubt the educated labor force has a higher productivity than uneducated labor, and the better educated worker does the same job better, faster, and with less supervision.

Impact of Education on Social Mobility

There are close links between educational qualifications and occupations level. Those who form the top of the occupational structure have more education than those at the bottom.

Some sociologists have also argued that, especially in developing democratic countries, the links between education and occupational achievement will increase at a greater rate in the future so that education will be a main instrument for transforming people from one class to the other.

In Egypt, the post-revolution situation has shown that upward mobility is possible through education. Since education has become free at all levels and compulsory in the primary school, members of groups which previously were of low socio-economic status can now experience upward social mobility through entering professional level occupations as a result of new educational opportunities. In contrast, lack of education could now be a principal cause of downward movement since the upward mobility did not depend on wealth or family name.

Abilities and Skills

The acquisition of skills contributes to a person's qualification. It constitutes a part of the bridge to cross from a nonproductive to a productive state.

The main function of an educational institution is that of developing skills. It must also be recognized, however, that one of the functions performed by an educational institution is that of selecting persons according to different levels of education and skill.

The study of the relationship between the demand for education and income may be made from two points of view, education may be considered as a consumer good and as an investment good.

Impact of Education on Technology

The diffusion of modern technology depends significantly on education. Illiterate people do hamper modern technology. The level of education in a society is one of the most important elements that explains the dissemination, implementation and development of technology. Improving agriculture, industry and commerce in any country may require highly skilled people that can apply modern technology to realize the improvement. Education is responsible for preparing those highly skilled people.

Inside the Education System

Faith in the capacity of education as the key that unlocks the doors to modernization has resulted in urgent priority being given by governments to the establishment of a modern education system.

This has resulted in an attempt to improve both the quantitative and qualitative aspects of growth simultaneously with a view to meeting the challenges of rapid socio-economic changes.

Education Geared to the World of Work

Increasing the productivity, i.e, quantitatively and qualitatively, of the world of work requires effective education. It is possible to realize effective education by applying adequate compulsory education, vocational training, continuing education, functional exits, new curricula, interdisciplinary studies, flexible admission policy and balanced education all together in the educational system of a nation.

Adequate Compulsory Education

Compulsory education, which is viewed in many societies as a right of every child, should enroll all children up to the age of their admission to employment.

Efficient and effective compulsory education is one of the most important factors contributing to economic growth and social mobility in countries which have few natural resources.

The revenues to be gained from eradicating illiteracy exceed significantly the investment required to do so when accompanied with complementary changes in the economy.

It is recommended that every nation should guarantee that no child will reach adulthood lacking the basic schooling essential for successful living in our complex and changing society.

Continuing Education

Current studies have introduced the concept of education open to people beyond the school years. This concept emphasizes that schooling should be a type of life-long education. There are factors that support this idea, among which are the inevitable changes in technological, scientific, economic and social structures. Schools at all levels should be opened to each individual to update his knowledge and skills in order to match the shifting requirements of the world of work.

Functional Exits

An individual completing an educational cycle and joining the labor force should be equipped with the type of knowledge and skills that could gain him a position in the labor market and the occupational structure.

Even children who drop out of school before completion of a specific cycle, lacking the necessary skills for productive life, should be provided with a type of training to help them in their future career.

New Curricula

The school curriculum should be characterized by a pronounced utilitarianism in which the responsibility of the schools for preparing individuals for work and life is narrowly and specifically, rather than broadly defined. This suggestion is rarely met by schools, especially in developing countries.

Hence, school programs should include emphasis on skills that enable students to function efficiently in their future lives. These include general training leading to general careers in industry, commerce, or agriculture. Interdisciplinary studies should be emphasized, especially in higher education.

Balanced Education

A common source of difficulty facing the educational systems preparing for the world of work is the imbalance between the output of subprofessionals and full professionals in associated fields. The proper ratio may differ from one country to another, as well as from one field of specialization to another, yet it is still a universal problem. If the trained professional is to be fully productive, he must be backed by sufficient para-professionals and technicians who can perform appropriate supporting tasks.

Several attempts have been made by developed countries to overcome the imbalance in the outputs of the educational systems, e.g., multipurpose secondary schools. Some educators suggest that students be given a voice in planning their own goals and programs of study. It is an educational truism that students learn more, with greater eagerness and less need for control and discipline, when they pursue their own goal rather than others, and when they have some voice in determining what they will learn.

A number of questions should be asked to relate the development of education to the changing needs of the work market:

1. To what extent is education:
    - relevant to the actual needs of the work market.
    - relevant to the actual needs of the individual student.
    - a preparation for students to face the problem of job mobility.
    - relevant to the actual needs of the region in which they are located.
    - playing its role for its graduates to continue further education and training in the field of their specialization.

2. To what extent should universities allow for sandwich courses and part-time studies for students.
3. To what extent does the system allow for integration between the school and the consumers of their graduates in the different specializations. This could be achieved by delegating teachers or university professors to industry, getting top people in industry to teach in the schools or universities, by training students in the factories, and by arranging for the teaching institutions to offer refresher courses to the workers in industry.
4. To what extent is the work market influenced by the education in teaching institutions and universities, and vice versa.

It is important to combine the quantitative and qualitative aspects of the relationship between education and the world of work. It is this dual and more comprehensive approach to the development of educational systems which has come more and more to characterize educational planning.

Career guidance has an important role in the choice of the field of study and in channelling the students to fields of study needed for economic development. It is considered to be an important mechanism.

A better match between the expectations and qualifications of the graduates and the expectations and requirements of the employers could result in higher productivity, more job satisfaction and less structural imbalance in highly qualified manpower when adopting better employment procedures and selection criteria.

It should, however, be noted that the problem of economic uncertainties, which are not only due to factors within the national control but also influenced by the international situation, cannot be resolved. Only the flexibility of the system of education can reduce the effects of such uncertainties.

The situation is serious enough to raise the question of whether educational planners still have, if they ever had, an adequate understanding of the full range of dynamics of the world of work in general, and of the complexities of labor markets, in particular. A great deal of effort has been devoted by a number of economists in recent years, to arrive at a better understanding of the problem of unemployment and the world of work in the context of development and underdevelopment.

Linking Higher Education and the Business Community: Highlights of a Symposium

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STONE-Chairman

Productivity of workers can be raised immeasurably through the use of certain motivating techniques — techniques that teach people to motivate themselves. These techniques, which are described in my book, "Success Through a Positive Mental Attitude," have been used in U.S. industries with tremendous success. In workshops on motivation, conducted in conjunction with ICET World Assemblies, these techniques, so successfully applied to industry, are now being made available to teachers.

BRANDEL

Cooperation between business and universities can produce amazing results. In the U.S. we are looking for new sources of energy and at one university, engineering professors and their students studied the question of extracting oil from the oil shale deposits in Colorado. Two years ago they discovered a solution to a problem that lowered the cost of reducing oil shale into liquid petroleum. The result of this cooperation between business and the academic community was that the faculty increased its income, the students became much more proficient in what they were doing, the institution itself gained prominence, and the whole business community profited by the endeavor.

DARU

In Argentina there are two great sources of training, private business and the public educational system. Business enterprises train their personnel, organized in associations or unions. In the public education field training takes place at middle, higher, and university levels. A very large number of training personnel are involved in the extensive private and public training activities underway at any one time. Of key importance are these trainers, instructors, and technical educators for they influence thousands of trainees and students. The training of these trainers, the teaching of the teachers must be specifically looked after and the greatest effort must be put into it. Through the higher levels of education, special emphasis should be given to the training of those who will carry out the instruction of personnel in business.

EARLY

When I was a college president of a small liberal arts college located in the South, we recognized that there were many businesses and industries that had developed in that part of the country, but somehow the institutions of higher learning had failed to recognize the important opportunities they had in meeting the needs of these people. Many had been transplanted from other states and had a desire to continue their education and have an opportunity to develop themselves in such a way that they could move up in their field of management. By working very closely with directors of personnel and with the various members of the management organizations of these companies we were able to work out a program in management science. We offered courses in the plants under the auspices of our college but working very closely with the members of the management teams of these various companies. We would send our professors to these plants, including such disciplines as law, accounting, and business administration. We were able to raise our enrollment so that we had approximately 750 to 1000 students enrolled in these kinds of courses on a full-time basis. These students would take one course for three weeks all day and receive three hours of academic credit after having completed the requirements for the three hour course. So in one semester they could complete twelve semester hours which would be comparable to carrying a full time load at our institution of higher learning. This, to me, epitomizes what can be done if we have the willingness to work with business and in turn business will work with institutions of higher learning. We can assist the institutions at the same time we can provide opportunities for the businesses that need this kind of expertise.

KIM

In many countries of the world, universities are graduating students who are not very useful to business. Universities have been accused of simply producing diplomas instead of productive persons. How have we in industry, coped with this in Korea? The private corporations, individually, have established foundations which are directly involved in the running of colleges of engineering and even colleges of liberal arts. This helps ensure that graduates are employable at graduation. In addition, we have established a sister relationship with higher schools, colleges, or universities specializing in mechanics. By doing so we have been helping to financially support these institutions. We have provided on-the-job training opportunities for the students enrolled in these institutions. We also provide places for professors to come to work with workers for three to six month periods. Professors are thus gaining valuable field experiences, thus improving their teaching ability.

Finally, an association of industries of various kinds has set up a foundation jointly, which in turn provides scholarships to students and research grants for the professors. It also provides support for professional meetings and seminars as well as giving financial assistance for the publication of academic or professional studies.

These are innovative examples of how the links between business and higher education can be strengthened.

OLAZABAL

It is essential to point out the importance that investment in education represents. It may be said that the expenses which are incurred in order to increase the qualitative aspects of human resources, increase the productivity value of the human effort producing a positive rate of benefit. It is possible to state that the investment in human capital contributes to increased individual and national income.

In Argentina, the demand for middle level man-power, technically qualified, is ever-increasing. Currently, the fulfillment of this demand has reached a critical level in our country, thus endangering the possibilities of technologically improving our enterprises.

The Dual System is a project that represents real possibilities for overcoming our deficiencies. The project was launched by the National Council of Technical Education (CONET). This project is of great interest to the industrial sector because it supplies school-enterprise training. Teaching is not only theoretical, the student is given practical training in business. In this way, there is a direct contact with the daily problems arising in the world of work within an industrial organization. The adolescent is integrated into an environment strengthening his identity and personality. The Dual System is a project involving a renewed general orientation for technical education in our country.

TUNG

A few years ago I made a discovery, the discovery of a link between a ship and international education. I said, "A ship today cannot only be used to carry oil to meet our energy needs. Ships can also be used as a campus to conduct international education and to improve the understanding among nations." Therefore I founded the Institute for Shipboard Education, which uses one of my ships as a floating university campus. Twice a year the *S.S. Universe* travels around the world with an international student body engaged in studying courses that relate to the many foreign countries visited.

VIGLIOCCO

Primitive technology forced men to repeat certain activities unendingly. New technology, on the other hand, increases those activities which require judgement and knowledge. As machines take over routine tasks, creating new environments, human resources must devote more time to solving the problems which are not part of routine. That is why in current societies the tasks that require greater information to be carried out tend to grow faster than those which don't, thus modifying the occupational structure. Transformation takes place where office tasks prevail, where the production line is transferred into the office and the design workshop. The uses of data, computers, and the construction of models have acquired a supremacy over machine tools as the center of attention in the task of increasing productivity. This means that human resources will have to exhibit new skills, capacities, and knowledge. The role of education in producing new skills among people is fundamental. The availability of professional skills and the qualifications that they demand can be assured only through a suitable education.

Preparing Educators to Meet Individual Needs

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A Framework for Education

It is important to emphasize a conceptual framework underlying the main and important theme of *Education for All.* Education for all should in no way be perceived as merely providing more of the same kind of whatever education exists. It is not a cry for just a quantitative approach, and should, therefore, never be understood as an appeal for linear expansion in the first place. Secondly, education for all is not a motto for the politicians simply in order to obtain stronger popular support. It is, essentially, basic philosophy for the survival of mankind. In the world of today, this concept has become an imperative, not an alternative to preserve and enhance human values. Indeed, education is no longer the right for the privileged alone. But it took us centuries to come to the realization that education is the universal basic right of every child. Today, in fact, in many parts of the world education has become one of the constitutional rights of every member of the society.

Third, is the fact that education for all, alone, is no guarantee for a just and prosperous society every nation dreams. And this is due to yet another fact, that education is but a part, albeit an important part, of the total development process. Educating the people can and should create the necessary conditions for things to take place, but education alone cannot be held accountable for the successful or unsuccessful realization of the total national development goals.

This is not to say that education plays only a marginal role in the development process. On the contrary, education, by design, is there to play a central and very strategic role in the total process. The problem here, however, is that we have not been completely successful in the design of the right type of education, for the right type of clientele, managed by the right type of professionals, and executed in the right way.

Future Needs

Education for all, and within this context, preparing educators to meet individual and social needs, is a powerful concept indeed. It aims at democratization and universalization of education. It is a new renaissance in the history of human civilization. Without any exceptions, all nations in this world put more and more of their available resources into the educational sector with just one hope to make education work. But does it? Education has now become highly labor intensive as well as capital intensive. This is because of just one belief; the belief that education will be the ultimate power against all types of destructive, demoralizing and dehumanizing elements; the belief that education will be the most solid foundation for the proliferation of a sound and respectable human culture. Is this belief justified? Today, as one can easily observe, education has achieved some remarkable results. This is particularly true as far as the quantitative aspect is concerned. Former colonies are now able to reach youngsters in remote areas, and are turning out graduates from practically all types of education in ever-growing numbers. Desirous of constantly ensuring the relevance and significance of education to meet the needs of the masses, educators from developed as well as developing countries contemplate tirelessly the numerous aspects of the qualitative issue. Here too, one can witness some promising results.

However, there is a dilemma. With all the commendable successes we educators have enjoyed thus far, we still do not seem to have gone far enough to reach some objectives of real significance. True, we have been quite successful in producing the so-called educated human resources; in some cases in a quantity far beyond what the society can absorb in a given time. Consequently, however, we are producing a potentially dangerous group of the educated unemployed. Members of this fast-growing group, found worldwide, become frustrated and disappointed. To many of them, education, the great promise, turns out to be nothing but an illusion. Many have become total strangers to their own habitat. They will soon learn that hardly any of all the wonderful things they learned in school is needed by the ever-changing modern society. Today, for the first time in our modern history, educators find themselves confronted with the result of having had to prepare millions and millions to enter modern societies that have never existed and that are totally unknown, even by the educators themselves. In spite of the concerted efforts at the national and international levels to improve the technical and normative modalities of the educational systems, the real significance of education is being questioned. Ironically, it is being challenged not only by educated laymen but also by professional educators. In certain instances it is openly rejected by the very clientele for whom the system was designed.

To be sure, educators from all over the world share the view that education is a strategic link to modernization, and its specific role is acted upon by educators who identify themselves as change agents. Change and innovations have become their household terms. Reforms have become a global movement. Still, generally speaking, the majority of the educational systems continue to operate as pools of conflicting ideas, loaded with dichotomies and inconsistencies. A great many educators obliviously perpetrate the preservation of outmoded or obsolete values. At the very least, they have never taken the time to reexamine the various underlying assumptions of their daily routines that they so religiously follow. We have yet to see a new generation of educators, professionals in the field, who truly understand what it means to give education for all, and in particular, what it means to meet the needs of every individual in every society.

The Challenge of the Future

Let us admit that there are still many educational practices that reflect our ignorance about the basic educational problems of the future, practices reinforcing our resistance to change; practices depicting our blind devotion to the glorified past and the romanticized stereotypes. Until such time arrives when we can confidently redesign the right type of education for the right type of clientele, it is morally irresponsible to even think of putting every child in an assembly line and reducing him to a number, a nameless and faceless element.

If a revolutionary step is to be taken in any reform policy, then the strategic place to start is in the educational manpower component. This is a challenge of highest priority, a challenge not only to educators in general and teacher educators in particular, but also to every member of the policy making bodies. For the interest of ensuring better life for the next generations, I strongly believe that it is a challenge we all have to deal with in the immediate future, much more than we have done in the immediate past.

SECTION TWO:
Democratization of Education in International Perspective

Democratization of Education in Argentina

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Human beings discovered at the beginning of time that to transmit their own ways of living, system of values and beliefs, they had to deliberately influence other human beings, especially new generations. The transmission from generation to generation of all achievements and knowledge, makes man greatly indebted to all mankind.

The tools he uses, the machines which make his work more bearable, the language he uses, the science he knows, and even the distress and misery which break his heart, are heritages that he received and which he may increase, reject, modify, love or hate. His beliefs and creations, though being of an individual nature, could not exist without constant social cooperation.

For centuries, science and art were treasures of an elite, jealous of its privilege and which transmitted them only through initiation ceremonies. Beginning with the Renaissance the function of knowledge within society gradually changed. In a rudimentary way research and experimentation began in almost all branches of science. Education was still for minorities, reserved for the highest social strata and though during the XVII and XVIII centuries education was still aristocratic, it was transmitted in a more formal way.

XIX century society began to depend more and more on basically technical and scientific information, which necessarily had to be transmitted to wider social levels. Certain basic knowledge required for living was learned within the family environment and many skills were developed in the world of work. But an increasingly large number of subjects had to be learned by means of a formal education process at specific institutions. The outburst of scientific and technological knowledge during the last century was one of the reasons for education's development. But it was not the only one.

The social demand for universal education stems from the democratic ideas of the French Revolution which point out the need for a permanent education, sponsored and conducted by the state in order to fulfill the express objective of creating a national awareness through the communication of certain ethical principles, social rules, and cultural values.

The educational process thus began to fulfill other social functions which were not clearly expressed; among these, the individual's training to ensure his/her insertion into the work structure of the country. The attainment of this objective established a functional association between education and demands stemming from economic growth and social development processes. Then, there appears two contradictory aspects concerning education. On the one hand it has a conservative function as through it, society protects itself from changes and tries to maintain the continuity of its essential values. On the other hand, it plays an important part in the dynamics of the social process which is meant to achieve public well-being based on the progress of man and communities.

Education is, therefore, in a very diverse way, preservation and change, perpetuity of all that exists and tendency to the unknown. The role of education, nowadays when historic acceleration has reached an unparalleled rhythm, cannot be static but definitely dynamic to reflect the scientific, technological and economic development of modern society.

Education and Urbanization

The movement of population from agricultural to other areas of economic activity as well as the concentration of big enterprises in clearly delimitated regions, cause the phenomenon that we call urbanization.

The characteristics of life relevant to urbanization are well-known; vast hive-like conglomerations of cellular living-units; family reduced to father, mother and children (family nucleus), and the anonymity of families and persons with social relations of a functional nature which do not involve individual personalities. Urbanization involves qualitative aspects that will have to be counteracted through the education process. Some of these are:

- Passivity of man, nearly always a conditioned spectator at sports, pop art, and entertainment;
- A boom of all that is visual and the subsequent lessening of intellectual activity;

- Massive recreation to the detriment of seclusion, spiritual enrichment and personal elevation;
- Superficiality of much knowledge;
- Predominance of man commanded by others, who keeps silent sacrificing his own principles and convictions;
- Ideological uncertainty and anxiety;
- Excess of rudeness on the part of younger people due to the lack of capacity to choose behaviors with a greater conscientious rationality;
- Prevalence of secondary social relations;
- Revival of irrational thought, expression or behavior paradoxically due to the popularization of scientific and technological knowledge;
- Transformation of the natural environment due to human industry and the subsequent loss of ecological balance.

This brief review points out the need to deal, through education, with an actual moral and ontological revolution, an innermost and outermost revolution which will mitigate the consequences of material progress unaccompanied by spiritual stagnation.

Education and Development

The concept of economic growth which in the strict sense of the word designates the increase in the national income per inhabitant and the rise of productivity, has been replaced by the broader one of development.

Development implies growth plus evolution. Evolution is social and cultural and at the same time economic, qualitative and quantitative. To speak about development means to include together with the economic variables, the social ones; health, housing, social security, recreation and essentially *education*. In the case of education it may be stated that although it is a variable which produces development, it needs to bring about a new stage in which it reproduces itself through the educational system. Needed are:

- A change of popular attitudes favorable to the ideas of economic progress,
- A repertory of knowledge directly applied to the productive process,
- A considerable increase in the creative and organizing capacity,
- Rationality in economics, stability in politics, efficiency in administration; *all* undeniable requirements in the process of modernization and change.

It is not enough to reach the goal of development to multiply the number of school services. The human resources of a country are a complex whole. Needed are intellectual people, administrators, scientists, researchers, technicians, manual workers and staff with different levels of qualification in different specialities. How to build up this complex structure, at the lowest cost, the highest personal satisfactions, and the most efficient exploitation of resources, is a difficult question. That is why in educational expansion it is necessary to advance in accordance with the development of means and material resources.

Educational Planning

There exists a universal consensus that to control the changes which are produced in any area of human activity, education among others, it is necessary to use rational criteria which imply the evaluation of means to attain determined ends. That rationality is achieved through planning. It is more practicable to define the subject of the planning of education as the set of techniques which are adopted to fix educational needs, present and foreseeable, and the means to utilize to answer them. What planning processes should take place in the quantitative and qualitative expansion of education? Essentially these should be to:

- Eliminate obstacles in the process of rational decision-making,
- Increase the flexibility of administrative procedures,
- Carry out plans with economy of time and efforts,
- Take the best advantage of human and material resources available,
- Ensure the meeting of social and individual needs in a more functional way,
- Contribute to the formation of an economic attitude,
- Find, orient, train human resources,
- Increase the efficiency and productivity of hand labor,
- Foster social cohesion concerning common objectives,
- Raise the standard of living,
- Increase creativity and the innovative spirit,
- Improve the quality of education through the training and bringing up-to-date of education agents,
- Attend adequately to individual peculiarities by means of the use of methods and specific resources,[1]

- Eliminate the social and pedagogic causes of drop-outs and repetition through the improvement of teaching-learning methods and compensatory actions,
- Afford educational opportunities to the whole population after basic education.

Approaches for Education Planning

These objectives indicate the need to adopt another approach to educational planning, one that corrects the mistakes of previous approaches such as manual labor development, educational cost-benefit, social demand and the residual analysis.

Each one of these places too much stress on determined economic variables. That is why they have generated a series of controversies which have led to a wider approach which includes the entirety of the intervening variables in the process of educational development. Such an approach must overcome conceptual orthodoxies and the erroneous belief that sectors are free of the complete context.

Such an approach must also include sound educational planning in close connection with the social economic environment, whose first goal is to make concrete and strengthen the democratization of teaching. Education for all implied in the concept of democratization of teaching has become an imperative demand thanks to the scientific and technological civilization.

To prevent a society from becoming a cold authoritarian technocracy it is necessary for all individuals to have a general, cultural and technological training which will allow them to participate usefully in the social and political life. Only in this way shall we be able to transform man-spectator into man-participant. We think of educational planning as a suitable instrument to further development and modernization by means of the joint action of all community members. We believe in a planning which does not sidestep the ethical goal of education but focusses upon man as a principal addressee with his capacity of doing and being.

Education and the Development of Buenos Aires Province

The concepts developed on the role of education in our age and the existing relationship between the economic and educational subsystems were taken into account in determining the Policy of Development, Modernization and Technological Change of the Government of Buenos Aires Province. Such Policy and its consequent strategies are meant to make effective a qualitative leap towards the harmonious development of two well-delimited areas: the metropolis and the rest of the province. This was to be achieved by means of:

- Plants of high technology and intensive capital in the area of the metropolis,
- An agricultural-industrial complex in the province in order to eliminate certain economic restrictions, as well as the development of renewable resources,
- The settlement of people in the province,
- The rise of the standards of living, work and incomes of people in the province.

The achievement of these goals demands the strengthening of an educational system meeting present and foreseeable needs of individuals, family and society. In accordance with this, the Ministry of Education and Culture of Buenos Aires Province has fixed, in its educational development plan, policies which allow it to: assure equality of educational opportunities, raise the status of the teaching profession through systematic and continuous actions of training and updating, improve curricular development, integrate the technological and practical approaches in general education, encourage the reconversion of manual labor, and improve system performance.

To summarize, through planning we can now guarantee to each inhabitant of the province an education which regards man as an individual and person.

Planning for *EDUCATION FOR ALL* demands the existence and knowledge of an educational map whose constant updating must be the product of knowledge, analysis, and forecast. Planning must be an interdisciplinary approach and take into consideration political roots. Man is the object and subject of planning and although bound by the world set by the environment, he can practice his spiritual far-reaching nature. The ultimate purpose of planning is the furtherance of free men in a free world, securing the highest individual development, because we know that only through the furtherance of the individual, community progress is achieved.

We recognize that education, as a sacred heritage of the community must contribute to the enrichment of public welfare and make concrete the basic aspiration of man: to be himself.

Democratization of Education in Argentina

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The concept of education for all becomes significant with the establishment of the modern state. In the 20th century, this subject is mentioned in the Declaration of the Rights of Man and the Charter of the United Nations, which point out universal education as a goal to be reached.

Educational Quantity and Quality

The concept of democratization of education implies two significant aspects, equal access to learning and equal learning opportunity. Equal access to learning guarantees education for all men and emphasizes the quantitative aspects of the educational problem regarding the need for an extension of education. Nowadays, this principle is universally accepted.

The extension of education is a necessary, though not sufficient condition, for the democratization of education. We must also state the requirement in its qualitative aspects, based upon the provision to each individual of a method of teaching suited to his personal abilities.

Hence, it is necessary to question to what extent the systems are concerned with providing education for all; at seeing the planning of uniform curricula and syllabi, at realising that evaluation systems only measure accumulated knowledge, and to question to what extent we can speak of democratization of education when a disequilibrium appears between theory and practice.

In order to achieve education for all, we must tackle the qualitative aspects and consider their sophistication. This sophistication is derived from three main functions:

- To achieve the improvement of every particular individual as a person,
- To transfer the cultural values of the community,
- To prepare the human resources that the country demands for its economic and social development.

Individual Improvement

The first is the improvement of every individual human being as a person. Why do we speak about every individual human being? Because, in order to provide quality in education, we must be concerned with the improvement of that certain individual who is the object of the educational process and has an existence limited in time and space and his own life history.

This person must be educated to be able to work and go beyond work itself to find in it an actual human sense. He must be educated to know how to live in the community without melting into the mass and to make proper use of his personal freedom.

Hence, this sort of education must *teach to see*. Nowadays, man sees lots of things but he seldom looks and regards. Hence, in order to be educated as a person, he must be taught to see deeply, to penetrate what he perceives so as to discover grounds and causes. This analytical task gives birth to a critical eye.

That is why we must *teach to judge*. Education must achieve the development of critical judgement, nowadays more than ever, due to the rapid changes taking place in our world. On one side, this causes a distortion of values, on the other, man receives the impact of an enormous bulk of information that he must be able to manage. Consequently, education must help man live in accordance with a true set of values, seeking the constitution of an honest moral conscience and sponsoring the improvement of a rich inner life. Finally, it must teach man to reflect.

Since we teach to see and judge, we must *teach to act*. Education should train man to be a factor for constructive change, not only for himself but also for society.

Transfer of Cultural Values

The second function of education is the transfer of the cultural values of the community. On the one hand, education must transmit tradition, defending values like order, authority, hierarchy, to keep moral rules and standards through the knowledge of the historical past. On the other hand, education must achieve social cohesion by means of an adequate adjustment of the individual to the human group through the socialization process at all educational levels.

Human Resource Development

The third and last function is that of planning the human resources demanded by the country. Here, education must face the need to plan the training of human resources through the study of today's educational needs, of work forces and work demands. Through the projection of future needs, education must translate the out-coming data in terms of educational product, process and means.

The concept of education for all in the field of planning human resources implies going beyond the traditional trend based on the interest of knowledge as a goal in itself, to revalue occupational training including technical and manual skills.

To achieve this function of education, we should resort to lifelong education. This can be attained through an educational system providing for training opportunities by means of quick and flexible readmission facilities. This means that lifelong education should include systematic education and the planning of non-conventional ways of learning.

Activities in the Province of Buenos Aires

To meet these guidelines of education, the Province of Buenos Aires is at present carrying out different measures as parts of general and specific educational projects. Regarding equal access, the Province is taking measures toward a broader extension of educational services at all levels. Regarding equal opportunities, it seeks to ensure that education is provided and constantly analyzed to ensure that the three functions of education are entirely fulfilled.

Individual differences are taken into account by means of: an updating of curriculum plans; new ways of school organization; the planning of curricula for the lower cycle of primary school; the progressive inclusion of a system of postponed promotion; the diversification of specialized training to care for muscularly, physically, mentally and socially disabled children; and the development of schools for occupational training and adaptation.

The following are the most significant steps taken by the Ministry of Education and Culture of the Province of Buenos Aires:

- The organization of high-school and technical training into a multiple-value basic cycle and a higher cycle,
- The establishment of long and short career training at the tertiary level to meet the demands of the community,
- The implementation of job training courses to prepare highly specialized personnel to meet the requirements of business enterprises,
- The provision of a recycling, updating and retraining of human resources,
- The provision of psycho-pedagogical and social aides in school laboratories in educational institutions of all levels,

- The provision of services, through Complementary Educational Centers for communities lacking school, family and socio-economic resources.

Furthermore, the Ministry of Education and Culture of the Province of Buenos Aires has planned prospective steps with a view to determining and improving strategies for the qualitative improvement of the system, founded not on the extrapolation of past trends, but on the present analysis of needs for the future.

Stressing *educational quality*, we consider education as an aspect of life itself and not only as a preparation for life. And, if we keep in mind the words of Emile Blanchard, "If we educate for the present, we'll be educating for the past," this will lead us to the achievement that everyone emerging from the system:

- May develop entirely his personality,
- Knows how to live according to a true set of values,
- Learns to make proper use of his personal freedom,
- Is inclined to experience tradition for the sake of the preservation of our cultural basis, and
- Learns a positive way of placing himself in this changing world, to be the author of his transcendent destiny.

Democratization of Education in Argentina

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Historical Perspective

The development of education in Latin America has followed two different trends since the beginning of the last century. Both stressed the importance of education in the progress of the young republics, but they differed as regards the area where the greatest efforts were to be concentrated. In one trend, the most serious and urgent problem was popular education. The other trend called for the education of the elite, the leaders of public life.

This gave rise to the coexistence of two schooling systems which followed the division of social classes. One was reserved for the middle and upper classes, and took the form of public or private schools and the university. The other one, for the underprivileged, was limited to public primary schools and a few vocational schools with very restricted possibilities for access to public institutions of secondary and higher education, despite the fact that in most countries they were free.

Argentina and Standard Education

This happened in almost all Latin America countries. However, in Argentina, all children receive a common primary education. This education for all has ensured, on the one hand, the unity of national values, and on the other, it has opened up possibilities of moving towards higher schooling levels for a large number of people. We might say that the process is democratized, and that there are great possibilities for the formation of a mass culture, as well as of an *elite* culture.

The Argentine Republic offers the possibility of a balance between the goals of the two classes. The importance of a standard education is that it opens up channels of communication to potential leading groups and also provides common ground for mutual understanding and acknowledgement of responsibility.

The first modern educational policy of the country was outlined and shaped by Sarmiento, and by the great personalities of the National Organization. The Argentine Normal school and the Act which established standard compulsory and free education are two pillars upon which rest the egalitarian and leveling expansion of primary education. The Normal school trains students from all social classes for a profession in just a few years. This school is attended by students, especially girls, from all social classes without discrimination. In the middle of this century, normal school enrolled a third or more of pupils enrolled in post-primary studies. Graduates share common attitudes and ideas about the social environment with those graduates of the primary schools all over the country.

The Extent of Democratization

What are the results of this educational action begun in the last century? The percentage of children between the ages of six and 14 attending school is now 88%. It is one of the highest rates in Latin America. This extension of the primary level has permitted 35% of the population between 15 and 19 years of age to be enrolled in middle education, and 9% of the population between the ages of 20 and 29 to attend university. According to the 1970 Census, illiterates represent 7% of the total population. In the provinces this rate ranges from 3% in Tierra del Fuego to 20% in Chaco. However, upon analysis of these data, we discover the heterogeneous nature of the educational situation, which contradicts the principle of equality of opportunity and the right to education of each individual. For example, the Federal District, which at the beginning of the century had 30% illiteracy, has reduced it in 1970 to 3%. On the other hand, the decrease registered in at least three provinces, during the same period, was almost insignificant.

Although the primary level absorbs regularly the population aged seven or more, the difficulty of retaining them can be immediately noticed, and at the end of the first grade there is repetition and drop out. Only 40% of the students graduate at the end of seven years of schooling. Should we extend the primary education period, bearing repetition in mind, these figures would climb to 50%. The average education level of the working population aged 20 and more is five grades of schooling.

It may be observed that considerable groups of Argentines have not been exposed to general education. What has happened? The educational pyramid narrows even more at the secondary level because it is obvious that the lack of completion of the primary level is a barrier to further education. Universality of primary education has not yet been attained and universal education is still a hope. How do we attain it? Can a free, reflective, and creative person hope to emerge from a child who does not enter school or who drops out as soon as he begins?

The answer is difficult due to different levels of development and to various polarized social and political concepts. However, we must agree that where man is respected as a person, the effort to impose standard education is the main proof of that respect. It may be that the design and application of curricula in the traditional schooling system must be restructured and reorganized.

Restructuring the Schools

A number of key features characterizing culture and society at the end of this century are strong stimuli for the reorientation of educational work.

- The massive increase of culture which is translated into an enormous growth of scientific data.
- The increasing social awareness of the fact that culture is a common asset, a right, giving everybody access to general knowledge.
- The demand of the population of schooling age to enter institutions and remain within them, obtaining maximum performance.
- The extension of general education, delaying, with a view to further qualifications and professional competence, the entry of young people to the adult productive class.
- Technological development which has brought the world closer, has established communication in it and has universalized the language of image, giving rise to a new form of culture.
- Non-systematized information which continuously grows in the social environment and shapes children, young people and adults, as well as exerts an influence as important as that of formal education.

In response to these new features, a restructuring and reorganization of the curriculum for standard education will be feasible if consideration is given to:

- A complete education of the person in which intellectual growth is integrated with moral and aesthetic education, technical skills, social attitudes and critical judgement,
- An enlargement and modification of traditional school systems in order to meet social needs, structured on the basis of participation of educational communities,
- An institutional change such that the school is a workshop of learning, representing personalized teaching,

- Preparation for leisure time due to the changes brought about by the automation of human work, substituting mental alertness for physical efforts,
- The significant contribution of mass media incorporated into traditional schooling,
- The significant contribution of non-formal education to traditional education systems, challenging them to renew education.

Democratization of Education in Egypt

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Introduction

The Egyptian Constitution confirms democratic principles by asserting the public rights of the Egyptian individual. All citizens are equal before the law. They have equal rights and duties with no discrimination based on race, origin, language, or religious belief.

Since education is an important medium for the implementation of this democratic value, the Constitution has also included various articles about education. It stipulates that:

- The State provides equal opportunities for all citizens.
- Education is a right provided by the State.
- Education is compulsory in the primary stage (The existing compulsory education act states that primary education is compulsory for every child reaching age six, and that it should continue for at least six years until age 12-14).
- The state seeks the extention of compulsory education to cover more age groups.
- Education is provided free in the State's educational institutions at all levels.
- The State guarantees the autonomy of universities and scientific research centers.
- The eradication of illiteracy is a national duty which demands the commitment of all concerned.

Guided by these principles, Egypt has been able, in recent years, to attain great gains in the way of democratization of education. However, much still has to be accomplished in the light of its greater aspirations to rebuild Egyptian society.

What is Democratization of Education

Before proceeding further, it may be desirable to define what is meant by the democratization of education. This term may include two main concepts:

First, it means the extension of the umbrella of education provided by the State to cover as many citizens as the country's financial resources and human efforts can possibly afford. This means the extension of universal compulsory education to all categories of the population including the handicapped, the underpriviledged communities, women, etc. . . . The span of compulsory schooling should also be increased according to the aspiration of the people and the country's stage of development.

Second, the term democratization of education should have its qualitative aspects in addition to the quantitative aspects. It is not enough to provide all children with any kind of education. Much depends upon the kind and quality of education that is provided for each child in the context of his society and culture. In other words, democratization of education should take into consideration the individual differences among learners, their interests, abilities, background potential, etc. . . . Diversification in content and method should be based on these factors and not on any discriminatory factor.

The process of democratization of education in Egypt will therefore be discussed here in the light of the following criteria:

1. Commitment to the principle of equality of opportunity for all people to gain access to various levels and types of education in accordance with defined fundamental criteria based mainly on student abilities. This criterion implies the application of the principle of free education at all levels, including the university level, to make it possible for every individual to pursue the kind of education he or she is fit for without any hinderances.
2. The extent to which the curriculum and its content have been devised to serve the individual learner to achieve the basic aims of education, rather than focussing on the academic subject matter which helps a small elite minority to specialize in higher education.

Towards Democratization of Education in Egypt

Full Enrollment in Primary Education by 1985

During the second half of this century, Egypt has witnessed remarkable developments in education at all levels and in all types. With a population of 42 million in 1980, Egypt has at present more than 7.2 million students studying in 13,000 schools and 13 universities.

The budget for education in 1978 amounted to 5% of the total gross national product (GNP), and 19% of the total budget for services.

The number of teachers in the schools reached 260,000, in addition to 15,000 working in administrative, clerical, and support services.

The Ministry of Education has been committed to a plan by which full enrollment in primary school for all children between the ages 6-12 will be reached by 1985.

Extension of Compulsory Education to Age 15

Although the expansion of education in Egypt has entailed a great increase in the number of students it is still short of satisfying the present needs of the country. It is felt that six years of compulsory education are no longer sufficient for facing the challenge of a rapidly changing world. The pressure of public demand in political and specialized educational circles is forcing the government to extend compulsory education so as to cover the age group 6-15, i.e. to include both the primary and preparatory (lower secondary) schools. The Ministry is preparing an amendment to the compulsory education act to extend universal compulsory education until age 15-17.

Education for Women

The process of democratization of education in Egypt has also extended its umbrella to cover certain groups which were usually neglected in the past. In a democracy the worth of the individual exists regardless of sex, origin, or background. Guided by the same values in the Islamic religion, Egypt has been able recently to make great progress in this direction. However, there is still a long way to go to fully realize this principle.

The latest statistics show an enormous leap in the numbers of girls in all stages of education during the last two decades. The rate of increase in female education has been much higher than that in male education, thus compensating for the long period of deprivation that women suffered in the field of education due to unfounded tradition.

In the primary stage (ages 6-12) the number of girls in 1978 was 1.7 million. This figure represented 40% of the total number of students enrolled in the primary schools during that year. At the present rate of increase it is anticipated that the percentage of girls in primary education will soon approach 50%.

In the preparatory (lower secondary) school (ages 12-15) girls constituted 37% of all students in 1978. It is striking to note that during the previous 25 years the ratio of increase in the number of girls was more than 682% while that for boys was only 250%.

In general, secondary schools' (ages 15-18) rate of increase in the number of girls has been even more striking. The number of girls during the past 25 years increased by 1,140%, whereas that of boys did not exceed 260%.

In higher education, access to the university is no longer determined by the sex or the financial ability of the student. It is now determined by the student's total score in the general secondary education examination and by his or her desire to join a certain faculty. Here again we find that the rate of increase in the number of girls has been much greater than that of boys. Boys and girls now have equal opportunities for higher education. The number of girls in the universities constitutes at present a little less than 30% of the total number of students.

Education for the Handicapped

The Ministry of Education takes interest in the education of both the physically and mentally handicapped children. There are about ten thousand handicapped children in about one thousand classes supervised by the educational authorities all over the country. This figure represents less than 5% of the estimated number of handicapped children in the age group 6-12.

However, the efforts of the Ministry of Education are supplemented by the work of the Ministry of Social Affairs and the General Federation of Associations for the Welfare of the Handicapped (GFAWH). This Federation has more than one hundred affiliated offices and voluntary societies which are working for the rehabilitation of different types of handicapped people.

The programs of rehabilitation usually include five aspects of rehabilitation: educational, vocational, psychosociological, physical and recreational.

The Egyptian society still has a long way to go to provide rehabilitation services for every handicapped child. It should be remembered that according to estimates made by the UNESCO, both physically and mentally handicapped people constitute about 8% of the population on the international scale. This ratio increases in underdeveloped societies where poor health conditions and malnutrition prevail.

The provision for educational and rehabilitational services to the handicapped not only converts them from being a burden on the society into an asset and a productive group contributing to the national economy. These services also have their obvious humanitarian and democratic values.

Fortunately Egypt is aware of these considerations. The GFAWH and the National Council on Education and Scientific Research are presenting plans to the government for extension of services for the rehabilitation of the handicapped on a national basis, including educational programs for each type of handicapped person.

The Gifted

In a sense the gifted can be considered a category of the handicapped particularly when they become socially maladjusted. This group, which represents an invaluable resource in each country, should receive due attention and the right kind of education conducive to the development of their special abilities.

The State of Egypt takes some care of the scholastically advanced students. This group may not be synonymous with the gifted group. However, in 1954 the Ministry of Education established "the Secondary School for the Gifted" in Cairo. This school is attended by the top students in the preparatory examination certificate from all Governorates of the Country. It has a boarding system and the pupils study special courses besides the regular ones. They receive from their teachers and psychological counselors, educational and psychological guidance as fits their abilities and aptitudes.

There are also special classes throughout the country where the advanced students are grouped together and follow special curricula adopted to their abilities. Some educators however, think that advanced students should not be isolated, but should study side by side with their normal peers. Here the gifted students receive special care to fit their special abilities, thus taking care of individual differences by classifying the pupils into groups within the same class according to their levels of abilities in each course of study.

Socially, Culturally and Economically Less Favored Children

The One-Classroom School

It is difficult sometimes to provide primary education for some children in certain remote areas. In deprived areas there is a high percentage of dropouts among primary school children due to economic reasons and the need of the parents for the income their children get by working at this early age. Some children who finish the primary school do not attain the required level of achievement due to poor learning conditions such as overcrowded classrooms. These children usually relapse into illiteracy after a few years. These factors have contributed to the high rate of illiteracy in the country, which is still over 50% in spite of all the efforts to eradicate it since 1923.

To meet this situation the Ministry of Education started a new project in 1975 to establish what is called the one classroom school.

The project provides educational opportunities for those who missed the regular primary schooling, who dropped out of primary schools, or who relapsed into illiteracy after finishing primary school. The project also provides opportunities for those who wish to continue their education in the junior secondary school. It also prepares the learners for vocational training in centers for vocational training which require a certain minimum standard for admission. (For more details see Y.S. Kotb, "The One Classroom School: Toward Eliminating Illiteracy in Egypt," in EDUCATION FOR DEVELOPMENT, International Council on Education for Teaching, Washington, D.C., 1977.)

In 1979 there were 2,500 units serving about 70,000 children. Priority for establishing this kind of school is given to thinly populated villages, gathering places for Bedouins and other areas deprived of educational services.

Improving the Quality of Education

Basic Education for All

Democratization of education implies improving the quality of education for all sectors of society. The quality of education can be judged by the extent to which education attains its aims. Since Egypt is extending compulsory education to nine years to include the preparatory stage, one should be very careful that this move is not going to be at the expense of the quality of education in these nine grades. Besides, the existing primary education has been criticized as being more theoretical than related to the real aims of the society.

With these considerations in mind, the Ministry of Education, together with the National Council for Education and Scientific Research, put forward plans for improving the quality of compulsory education. These plans are based on what is called "basic education" for the first nine years of compulsory education. Basic education represents a new thought, to make education comprehensive for all and functional in its approach. The curricula for the nine compulsory grades have been revised so as to achieve the following aims:

- Placing more emphasis on learning than teaching.
- Uniting theoretical information and practical applications to every day situations.
- Respect for productive work.
- Development of spiritual, moral, and social values conducive to good citizenship and social behavior.
- Acquisition of manual skills through training in workshops,

agriculture, commercial activities, or any other services in the community.

Thus, in basic education, efforts are made to relate curricula to life, environmental problems and needs. The traditional curricula emphasize the academic and theoretical approach as if the aim were to prepare the students for higher education. However the new curricula allow the students at the end of their compulsory education to continue their education through the appropriate channel; academic, vocational, etc. . . . according to their interests and abilities.

The Ministry of Education started in 1977 to implement these ideas in a limited number of primary and preparatory schools. In 1979 the experiment of basic education was extended to 439 schools with continuous evaluation programs. It is hoped to be universalized by the time education is made compulsory for all primary and lower secondary schools in 1985.

Problems

The process of democratization of education in Egypt requires great effort, patience, and determination on the part of educational authorities. The faith in democracy and the right of each individual to get the right kind of education has never been lacking at any time. However, two main problems impeded the progress of this process. These problems are:

1. *Lack of sufficient financial resources:*

   In spite of the financial difficulties which Egypt faced for 20 years, from 1956-1975, we find that educational growth never stopped. The rate of development however was not what we had hoped for.

   At present the extension of compulsory education until age 15-17, the equipment of schools for basic education, the establishment of new school buildings, etc. . . . need billions of pounds. The Government is including all these requirements in its five year plans. Education is being considered the best investment for the nation.

2. *Teacher education:*

   The new programs for basic education require great changes in the attitudes, skills and knowledge of the teachers. The 26 Faculties of Education in the Egyptian universities have been working on plans to provide the right teacher fit for the new curricula of basic education. These plans are mainly concerned with:

   a. The upgrading of the represent primary school teacher (about 140,000) by some kind of in-service training.

b. The opening of a new section in the faculties of education in the universities to prepare teachers for the new compulsory stage (age group 6-15).

Democratization of Education in Africa

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Steps Toward Democratization

The United Nations Universal Declaration on Human Rights of December, 1948 states in article 26 that each individual is entitled to an education, and that primary education should be free.

This article makes it obligatory for each Member State of the United Nations to develop an organizational structure in which equal opportunity in education is guaranteed and through which education, at its various levels and in its various forms, is brought to the entire population. When this objective is achieved in a given state, that state will have in effect achieved educational democracy of its educational system. However, despite the presence of this article, and in spite of the increased efforts that have been made by the governments of particularly developing countries over the last three decades, the achievement of this objective has remained slow.

Concern for the achievement of "education for all" was the subject of much discussion at the conference of African Ministers of Education held in Addis Ababa, Ethiopia, in May 1961. Statistics showed that only 10% of the school-age children in Sub-Saharan Africa attended school. In these circumstances the Ministers worked out long and short-term targets for a program of educational development in Africa recommending, among other things, that for a long-term plan 1961-1980, "primary education should be universal, compulsory and free."

According to figures collected by UNESCO some ten years after the Addis Ababa Conference, the gross enrollment ratio for the Sub-Saharan region of Africa in the primary school level of education was only 49%, instead of the anticipated 71% in 1970. This indicates that even though the annual budgets of the countries in this region showed considerable increases in the percentages of funds devoted to education since the sixties, progress towards the achievement of at least universal primary education remained a far cry as early as 1979. Why?

The reasons for this are many and varied. Both economic and demographic factors combine to frustrate efforts for the achievement of universal primary education by 1980.

However, the process of linear expansion of educational opportunities until universality is achieved may be, as a result of officially proclaimed government policy, in line with the current international obligations. The Nigerian Government, in its national policy of education, states unequivocally that universal primary education is needed, not only for the purpose of accelerating the pace of national development, but also because it is necessary and desirable for efficient leadership and effective followership. The main issues underlying Government policies for the expansion of educational opportunities are related to timing and readiness. What is the desirability of expanding school activities for universal primary education in response to official directives, balanced against financial constraints which limit quantitative expansion and deeply affect quality control during the expansion process?

Ideally, educational planners, policy makers, and educational administrators should aim for a phased planning strategy which provides for a balance between quantitative expansion and the maintenance of quality, and takes account of the national, social and political pressures as well as economic needs, avoiding the agony of unpreparedness. For once universal primary education has been achieved, it becomes increasingly difficult to control demand. Each successive educational level begins to feel the population pressure from below. Those with secondary education want higher education. Thus each generation starts from a new platform of higher expectations.

Four Barriers to Democratization

In the process of expanding educational opportunities, it is necessary to remove barriers which cause inequality of participation from the point of entry into the school system through each level of that system until the school leaving stage is successfully reached.

Barrier One: Tuition Fees

One of these barriers is the removal of payment of tuition fees and other statutory levies. This is what Kenya did at the beginning of 1974 when, by a Presidential decree of December 1973, no tuition fees were payable by children in Standards I to IV throughout the Republic. Rather, these children were required to pay an annual nominal equipment levy to their District Education Boards. Although when schools opened in January 1974, total enrollment in these classes rose by one million children, there was public disquiet about this equipment levy, which eventually had to be removed.

Exemption from payment of fees and other levies has now been extended to Standard V, VI, and VII classes in order to fulfill the commitment made by the ruling party that the Government of Kenya will in due course provide free, seven years of primary education to all Kenyan children. But when it was first issued in 1974, the Presidential decree raised three immediate problems. First, the treasury had to provide no less than an additional 23 million Kenya pounds in order to implement the measure. Secondly, the Teachers Service Commission had to employ as teachers no fewer than 40 thousand untrained secondary school leavers in order to cope with increased pupil enrollments in the primary schools. Thirdly, in the face of a severe shortage of classrooms, furniture and other teaching materials and equipment, primary school headmasters had to contend with makeshift teaching arrangements, so as to contain the many children who turned up, especially for Standard I. Prior to this decree, the Kenya Government had removed payment of tuition fees for all primary school classes in the ten arid and semi-arid districts of the Republic in an effort to encourage parents in these areas to send their children to school. What Kenya now requires is a law initially providing for seven years of free compulsory primary education and eventually extending this provision to the proposed nine years of basic education and beyond.

Barrier Two: Selection

The second barrier which should be removed is in the area of selection. *The Tanzanian Second Five-Year Development Plan* 1970-1974, provided for the end of selection barriers at Standard IV in 1974, and the expansion of facilities in order that, by the end of the Plan period, all public primary schools might be in a position to offer seven years of education. This provision was to be the first stage in a program of primary schools leading to universal primary education in or about 1989. In other words, the plan was intended to enable Tanzania to move from 45% of the age group entering Standard I as in 1969/70, to 95% 20 years later. It also meant that Tanzania was aiming at a large intake of school-age children in a growing population with a large retention in the primary schools which, if effective, called for a greatly expanded number of primary school teachers.

Barrier Three: Dropouts

The third barrier which needs to be removed is wastefulness in the education system. It is important to improve efficiency and relevance of the education system, especially at the basic education level. Detecting causes of wastefulness in terms of, for example, high rates of drop-out and repetition is a matter of continuous evaluation of the education system through the normal planning and programming strategies, as well as frequent and systematic education sector reviews.

Barrier Four: Restrictive Enrollment

The fourth barrier which needs to be removed is related to the needs of such special areas as education of girls, handicapped children, children in arid and semi-arid zones, children in deprived rural areas and urban societies. In the case of girls' education, the issue is to narrow and eventually close the gap between the enrollments of boys and girls of the same age group.

Expanding Educational Opportunities

In the process of expanding and extending educational opportunities, it is becoming fashionable to restructure the existing sequence of the education system. The new Nigerian 6-3-3-4 sequence implies that the first cycle of primary education would be at the end of junior secondary school and not at the end of primary school. It also means that at the end of the first six years of school, all primary school pupils would be expected to move on to the three year junior secondary school. The extension of the present seven years of free primary education to nine years is currently under discussion in Kenya. When this goal is achieved, the new pattern of 7-2-4-3 instead of the current 7-4-2-3 may have to be adopted. It will mean that all primary school pupils in Kenya will move to Standard 8 and eventually to Standard 9 after completing their seven-year course.

Non-Formal Education Plans—A Second Chance

Formal schools will probably continue to have a comparative advantage over other modes of education in the 6-16 year age group, while non-formal education will be called upon to provide a second chance for the adults and school leavers who fell by the wayside. Because of this, and in terms of the magnitude of the problem, African governments are now placing considerable weight on non-formal education programs. Four studies have contributed to this emphasis on the role of out-of-school education programs in universalizing basic education. The rapidly rising costs of the expansion of the formal schools combined with growing unemployment of school leavers caused many observers to question the cost effectiveness of formal schools. However, issues of social and political equity caused such other critics to attack schools as elitist institutions which serve the urban minorities at the expense of the rural masses. This disillusionment with formal schooling caused representatives of many of the major donor agencies to undertake extensive review of the role of education in development and to convene at Bellagio in Italy in 1974 to deliberate on these and their own studies. The report and findings of the Bellagio Conference are published for the Ford and Rockefeller Foundations in *Education and Development Reconsidered* — a document which gives a broad-based review of the educational dimensions of development. The report of the Faure Commission, *Learning to Be: The World of Education Today and Tomorrow*, sponsored by UNESCO and published in 1973, added to the disillusionment with formal schooling and the relationship between it and development in broad terms. The Faure report had been described as a turning point in educational planning for the way the report shifted attention from the fixed targets of the sixties to the vectors which require continuous minor adjustments in the course of time.

However, given the intense social and political demands for formal schooling, the challenges for non-formal education are to assist the unschooled, the partially schooled and the school leavers at every level to lead more productive lives, both in economic terms, and in the sense of self-fulfillment. Since the unschooled and partially-schooled constitute the vast majority of the population in African and other developing countries, it is important to consider some of the responses to these challenges.

By far the most comprehensive non-formal education program is found in Tanzania, where the policies reflect a deep commitment to a more relevant, lifelong education for the entire population. The other equally radical experiment was in Somalia, where the secondary schools were closed for a year in 1973/74, while their students went out to teach literacy in rural areas. Somali educators expected this program to have a profound effect on the schools, the "elites" and on the rural, largely nomadic population. The third radical experiment was recommended by *Ethiopia's Education Sector Review of 1972* which called for a dramatic reorientation of formal schools towards rural development and the establishment of a network of non-formal education programs planned at the district level. Intensified use is also being made of such other out-of-school schemes as the Malawi's Young Pioneers, Koran Schools in Mauritania, Upper Volta's Rural Training Centers, Zambia's National Youth Service, Botswana's Brigades, and Kenya's Craft Training Centers. Boards of Adult Education, Centers of Continuing Education, and Institutes of Adult Studies, where they exist, have a key role to play in the planning and organization of adult literacy programs, particularly for the urban literates. As these programs normally have larger numbers of students in their classes than the formal school, the use of mass media, particularly the radio and television, is of special importance.

Accelerating Democratization

This paper has attempted to point to a variety of obstacles which have to be overcome before the task of providing universal and free education to all school age children can be achieved. These obstacles range from those that can be overcome by the education system itself, to those whose solutions lie outside education. For example, with careful planning and programming in circumstances of political goodwill, the education system can overcome problems related to shortages of qualified teachers and teaching materials and equipment, depending on the adequacy of funds provided by the national treasury. Similarly, educational planners and administrators can take measures to improve the internal efficiency of the system. One such measure they can take is to set up standards for class sizes in order to alleviate over-crowdedness in classrooms. Other significant inputs they can effect in the system in order to improve the quality of teaching and learning include teacher qualifications, teaching techniques, improved curriculum and inspection services, instructional materials and years of schooling. For the purpose of improving the curriculum, national curriculum development centers, national councils of science and technology, and national subject associations have been established in almost all the African countries.

Overcoming such obstacles as the unwillingness of some parents to send their children to school, malnutition, poor health and housing facilities, and insufficient physical facilities, requires the concerted efforts of all the sectors of nationhood. Deciding, for example, that universal primary education should be *free* and *compulsory* from a given year, means that the whole nation, and not just some parts of it, should, by that year, be mobilized to appreciate the financial, legal, and other consequences of this measure, and their role in the implementation of the measure.

Democratization of Education in Korea

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Establishment of a Democratically Oriented Educational System

The democratization of education in Korea is a process which began only after 1945. Prior to it, education in Korea was characterized by a dual system which was discriminatory against Koreans. Under this educational system of the Japanese colonial government, educational opportunities for Koreans were extremely limited.

In the wake of the end of World War II, an independent Korean government was established and a new democratic ladder system introduced in education in Korea. This was a system which guaranteed maximum educational opportunities for Koreans. This new system was designed to:

1) Enable individual citizens to develop and demonstrate their abilities to the full;
2) Guarantee egalitarianism in education;
3) Propagate the opportunities and improve the quality of education;
4) Make education congruent to the needs of the nation; and
5) Improve education to international standards.

The democratic ladder system comprised six years for elementary school, three years for middle school, three years for high school and four years for college. This system is practiced in the United States, where it is particularly popular in urban areas.

Korea adopted this system not because it was popular in the United States but because it was judged to be most suitable to meet Korea's needs from psychological, sociological and pedagogical viewpoints. Most important of all, it was regarded as conducive to the pursuit of Korea's new democratic goals.

The significance of the new system was to be found in the fact that it opens the door to educational opportunities to all Koreans who had been subjected to discrimination and denied equal opportunity for education under the Japanese system. Race and class were no longer stumbling blocks.

The principle of equal opportunity is explicitly unheld in our Constitution and Educational Law. Article 27 of the Constitution and Articles 9 and 81 of the Educational Law provide that every and all citizens be given equal access to the opportunity to receive education.

More specifically, Article 27 of the Constitution says, "All citizens have the right to receive education equally depending on their abilities." Article 9 of the Educational Law provides that, "the state and local autonomous bodies shall take steps needed to guarantee equal opportunity for learning to all citizens depending on their abilities." And Article 81 of the same law says, "Educational facilities shall be provided in order to enable all citizens to receive education on an egalitarian basis depending on their abilities and regardless of their religion, gender, social status and financial position."

In short, Korea's educational system was founded on the principle of equal opportunity in 1945.

Merits of the New Educational System

Education in Korea has been democratized greatly, thanks to a combination of the new educational system and high educational fever among the people. One of the most outstanding results has been a greatly expanded opportunity for Koreans to improve themselves in order to better serve their nation and contribute to the welfare of mankind.

Between 1945 and 1980 the number of students quadrupled at the elementary education level, and increased 40-fold and 50-fold at the secondary and higher education levels, respectively. Today, about ten million students, well over one fourth of the nation's total population, are studying at various levels of education.

Today, elementary education is mandatory. Education at the secondary level, too, is becoming generalized as the right to receive education is increasingly recognized and guaranteed.

Prior to 1945, the rate of enrollment at the elementary level was only 30 percent. Going to middle or high school was regarded as a luxury enjoyed by the privileged few. The nation's illiteracy rate was as high as 80 percent. Today, there is not a single illiterate person among the adult population in the country.

Of children graduating from elementary school, 90 percent are advancing to middle school and 80 percent of middle school graduates are going to high school. Those who cannot afford to go to a school of higher grade are receiving education through broadcast courses and other social educational benefits.

About 40 percent of all students are of the female sex. This is proof that equal opportunity of education is guaranteed for both sexes.

Democratization has played an important role in the political, social, cultural, defense and particularly economic aspects of the democratic development of Korea.

In the rapid industrialization of the country, a process which began in the early 1960s, schools at various levels trained skilled workers, technicians, engineers and management personnel to supply the vitally needed manpower for economic development. Manpower development has been a great contribution which Korean education made to the country's industrial development at a time when a shortage of trained manpower was the greatest obstacle to economic progress of a developing nation.

The democratization of education in Korea has also helped the Korean society overcome its old values in favor of future-oriented new ones as well as accelerating social movements which have resulted in improvements of life in the country.

Plan for Further Expansion of Educational Opportunity (1981-91)

The government plans to expand educational opportunity even further. Every child graduating from elementary school is expected to enroll at a middle school by 1991. And middle school education will become mandatory by 1982. The projection for the enrollment of middle school graduates at high schools for 1991 is 91%.

As for high school graduates, 70 percent of them are expected to go on to college by 1991. The goal, however, is set at 55% for consideration of faculties and accomodation.

Thus, education at the high school level will become a commonly accepted phenomenon by the year 1991. Education at the college and university level will follow close behind. Considering the development stage that Korea will then be in, this will be a remarkable achievement.

The immediate task facing Korea in terms of education is how to maintain a high standard of education at all school levels while diversifying the curricula to meet the aptitudes and needs of individual students, for to be able to provide education to heterogeneous groups with a diverse curricula means to achieve real educational opportunity. The promotion of social education including adult education is another important task facing Korea. Also life-time education is an activity with a scope extending beyond school education.

Democratization of Education in Chile

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Introduction

Education as a key to national progress has been a major concern of the Chilean State. Education is the key to an individual's development and consequently, the building block of society. For it is the educated human who, working within a society, transforms his environment, enabling him greater freedom within his world.

Diagnosis of Educational Problems

Increasing school enrollment in the '60s has created various problems for the Chilean educational system. As of 1974, there are two million square meters of deficit space in the schools' buildings. Today, one out of every six educators teaches without professional certification. Only half the children enrolled finish their primary education. Only 20% graduate from secondary school; less than 7% enter university and out of those, only 2% graduate. There is also serious neglect of the 15% of the school-age population with learning disabilities. Overcrowding in classrooms, shortages of books, laboratories and equipment, lack of technical training in job skills, outdated curricula, complex bureaucracies and inadequate teacher education are all contributing factors to the Chilean educational problem.

Teacher Education

Systematic teacher training began in Chile in 1842 with the creation of the Training College in Santiago. 1854 saw the establishment of the Preceptors College, initiating women into the teaching profession. In 1860 the Organic Law of Primary and Normal Teaching was written and by 1920, the Compulsory Primary Education Law was passed. In 1889 the Pedagogy Institute was created, later to be annexed to the University of Chile. In 1950, also through the University of Chile, the Infants Educators College was founded to broaden courses offered at existing colleges.

By 1974, teacher education had become the responsibility of the universities that absorbed the various teachers colleges. Only one of the eight Chilean universities does not offer a degree in teacher education and there are approximately 30,000 students who major in this field. The teacher education system is coordinated by the Ministry of Public Education through the Training Research and Experimental Pedagogical Center, which oversees design and coordination of training.

Advances Since 1974

Since 1974, a set of legal rules concerning teacher education has been drawn up. First, the transformation of the Ministry of Education delegated the administrative management to the regional level. Second, cultural activities in teacher training were incorporated, reflecting the vital role that culture plays in human development. Third, the requirement was made that all teacher educators be college accredited.

Other areas of interest include the development of special programs for encouraging students to stay in school, especially from rural areas or ethnic minorities. Programs are underway for children with learning disabilities who have been largely overlooked by diagnostic centers and schools. Programs have also been started to encourage more parents to enroll their infants in primary school. There is a new emphasis on adult education, representing an intense literacy campaign and the creation of modern techniques of self-instruction. The educational budget has been doubled in the last eight years and an effort has been made to distribute funding and resources more appropriately.

Future Expectations

We expect progress in Chilean education in the next decade. First, the birth rate has slowed. After peaking in 1962, there followed a brief decline which gradually leveled off. This means that the '80s should be a decade of predictable and steady school-aged population, without the rapid influx of students that crippled education in the 1950s.

Second, the educational budget has doubled in the last seven years, from 370 to 730 million U.S. dollars, due to sustained economic prosperity. The Government has made a commitment to continue supporting education at this level. The decade of the 80s in Chile shall be named the decade of education. Upon this point will depend largely the definitive development of the country.

Democratization of Education in Israel

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A Brief History

In 1980, 31 years after the establishment of the State of Israel, the total number of its inhabitants is 3,750,000, of which 1,250,000 are students. In other words, one third of the national population is within the formal educational system. This has been true since 1959, 21 years ago, when the population was 1,700,000 and the school population 580,000. This was achieved despite such drawbacks as a mixed Jewish-Arab population and ideological and political polarization, social economic pressures, and the huge security problem.

Differences to Be Reconciled

Legislative steps are not the only, nor the most important, tool needed in order to implement the democratization of education. We now have a law controlling Israel's educational system which includes free and compulsory education for all youngsters aged 5 to 16 and free education up to 18. I believe there are two additional factors that have facilitated this process. The first one; traditional education and learning have been major values among Jews the world over. The biblical injunction, "And thou shall teach your children", has been taken seriously by Jewish communities from time immemorial. It is only natural that Israel continues the same tradition. The second factor is of the social, demographic, and cultural character. Israel's population is now more than 3,750,000 people, half of whom are immigrants to Israel from 102 different countries speaking 82 languages. They have reached Israel realizing an ideal which has not disappeared during 2,000 years of dispersal in many parts of the world. From the religious and national point of view, one may consider the Jewish population in Israel as homogenous, although divided into two major cultural or ethnic groups. Jews originally from Asian and African countries, which comprise today more than 50% of the total Jewish population; and those originally from European and American countries. These two groups represent cultural differences that are reflected in their social structure, traditions, languages, and political convictions, the Afro-Asian sector representing the lowest social economic class of society. As a result, despite the religious and national common denominator, both groups share social tensions which characterize Israeli society today.

Thus, apart from the problem of security, the major concern of Israel's society today is the social, economic, and cultural gap between the two groups. This problem is reflected of course in the educational system. In a country in which the human being is almost the sole natural resource, social tensions can jeopardize the very existence of the country.

Democratization: A Solution to Ethnic and Social Disparity

The deep conviction of all parts of the population that education has the power to solve the problem is undoubtedly another major factor in hastening the democratization of education in our country. The late Minister of Education declared that failure in education in Israel is a social time bomb.

The question that we ask now is how, by offering education for all, do we succeed. Have we succeeded in solving a crucial part of our social educational problem? How much did we succeed in closing the gap between the two major ethnic groups in the country, creating one society out of 102 different tribes? In order to answer this question I would like briefly to mention only a handful of the means, legislative, pedagogic, and organizational, that we have introduced in order to achieve these goals. These, of course, are the legislative steps mentioned before. But there is more to it. Apart from the fact that 16 year olds come under the compulsory law of education, we have added the three and four year olds who are offered pre-education without having a law in their favor. 97% of this age range attend kindergartens throughout the country. Free education for 16 and 17 year olds has caused an increase of 50% in this population attending school. A special index has been developed by the Minister of Education as a policy instrument for allocating resources for the advancement of students belonging to the Afro-Asian group. For the determination of the index, three social economic characteristics are used; father's education, father's country of origin, and the number of children in the family. The allocation of special and additional funds enable, among other things, an extended school day as well as year. Schools with a predominance of disadvantaged children get as much as 55% additional learning hours over other schools. Boarding schools are also worth mentioning. Students with good learning abilities who come from poor families are taken from destructive environments and are admitted to boarding schools after graduating from elementary school. In Israel we have a very high rate of children attending boarding schools; more than 20% of the total population of secondary school students. The result is that despite the fact that teachers are less qualified, the scholastic achievement is equal to that in the regular schools. There are presently about 4,000 students in this program. Boarding schools are also available for children from five to 11 years old.

Diversifying Instruction

A comprehensive structural system of tutoring has been developed during the past three years from pre-school children and student-to-student tutoring. Students from secondary schools receive special training and guidance in order to instruct students from lower grades. Students from universities where tuition is very high, and students from foreign universities participate in a program of helping children in elementary school. A university student who participates in this program receives a stipend of up to 50% of his school tuition. There are about 6,000 university students, or 10% of the university population, who take part in this program. There are also special programs for dropouts, including special individual care; accompanying children to and from school, day clubs, etc. Also worthy of mention are a number of compensatory programs; remedial teaching, guidance for increasing the contact hours between teachers and students, grouping students according to ability, and enriching programs.

The framework of secondary school education was extended by broadening the vocational curricula and recently a radical change took place within the educational framework itself. The objective of educational policy makers was twofold; to bring about overall change in the administrative, curricular, and pedagogical domain of the system, and to treat the problem of the disadvantaged with the broader scope and with a multidimensional approach. The purpose of the overall changes was to attack the problem of the disadvantaged student in a heterogeneous and diversified system of education capable of adapting to the needs of all students, and to encourage institutional intervention in family, peer groups, and in the educational community. Two major programs are represented in this approach; reform of secondary education accompanied by integration, and a comprehensive program for the disadvantaged called the educational worker program.

At this stage our greatest achievement lies in the fact that our educational system reaches most children of school age and is capable of responding to a great variety of needs of children who are different in their abilities and inclinations. The question of scholastic achievement and the problem of narrowing the cultural gap between the different cultural groups is a very difficult and complicated one. It still requires ongoing systematic research. Nevertheless, one can definitely find an overall upgrading of our educational system. The rate of dropouts has decreased noticeably, the level of attendance, the level of learning, and the rate of achievement in the different age groups has increased. In the Arab sector of the population not affected by the same social tensions as the Jewish community, the most notable improvement is seen in the level of attendance as well as in scholastic achievement.

The Future: A Realistic Look

Nevertheless, there are still major problems to be solved. the growth of scholastic achievement and the narrowed cultural gap have not met our expectations by far. We lack teacher training and specifically, teacher training for the disadvantaged. We have not discovered the most effective methods for the teaching of a heterogeneous classroom. In short, we do not know yet how to bring about a change in schools that will enable them to fulfill all the functions that we demand of a society in transition. The conventional investment in education in the form of construction, and legislation, does not seem to be the only satisfactory answer. Of vital importance is what is happening in the qualitative aspects of the classroom. We need to believe that every toddler, every baby of one year, given the proper environment and condition, can contradict any law in education. One of the means to solve this problem may be by transforming the school into an experimental, ever-developing entity. We must feel secure enough to believe that both the teacher and the students are responsible partners in the educational system, influencing both their own lives and the society in which they live. We believe they should be given the greatest supervised autonomy possible in order to continue experimentation in their own schools. It is hoped that the perplexity we feel now is an unavoidable characteristic of the changing role of education which we hope will lead us to greater success in the future.

Democratization of Education in Brazil

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Introduction

The Brazilian experience in planning the expansion of access to education includes minority groups such as the mentally and physically handicapped, the retarded, the gifted, and the poor. The problem of planning becomes difficult when one is dealing with a country of 120 million inhabitants, 40% of which are under 20 years of age and even more difficult when one realizes that its population is a mixture of people from Latin Europe, Germanic countries, the Near and Far East, Africa, and local natives.

Such concepts as "ethnic minorities" and "bi-cultural education", which could be applied in other countries, do not make much sense in Brazil today. Until recently, certain cultural German and Japanese enclaves in the south and cultural islands in the north and northeast have been found. The reasons for this have been, among others, the lack of immigration controls and the geographic conditions.

In Brazil such irreversible decisions as that of development in the socio-economic plan affected all of education's structures and even the philosophy of education. Suddenly, teachers had to face problems such as quality versus quantity, and basic teaching versus higher teaching.

But educators soon realized that such dilemmas were false because, in national education, such options cannot be set as if they were mutually exclusive. In other words, a nation cannot be expected to lower its educational expectations because of slogans such as, "schooling for all". But nor can basic teaching be sacrificed in order to build universities.

It is a known fact that development cannot be reached with elementary schools only, without the necessary cultural autonomy which comes from the research carried out in the university. Options were very soon defined in the educators' minds. Schools for all; yes, but with the best cultural level possible, basic teaching as well as higher teaching. But if the concept is clear and defined, actual reality is not. It is one thing to perceive the problem, and quite another to solve it.

Special Education as Education for Minorities

In our culture, an American inheritor of the Christian and occidental European tradition, the idea of education as a right was solidified in the XVIII century with the so called "liberal" revolutions in France and the United States. Before then education was either a privilege or a kind or charitable activity. The change from something that is received as a gift, to a right, is undoubtedly a milestone in the history of education. This also opened doors which until then had been shut, such as education for certain minorities.

In following this philosophy of education and in adopting a coherent educational policy, special education in Brazil is an area in which much effort as well as human and material resources are being invested.

Education for the Gifted

Law 5.692 of August 11th, 1971, recognized the fact of gifted children and stated the need to care for these exceptional students. The law itself frees both the teacher and the pupil from the compulsory early promotion system, or any other system of fixed periods of time. In this way teachers are encouraged to help the gifted advance, as long as it is both possible and convenient.

In brief, the education of the gifted is treated in three steps:

a. Identification through school work, observation, and contacts with the family,

b. Continuous observation and help in faster progress, and

c. Possibilities of work with special teachers.

Administratively and technically speaking, the coordination of all special education is under the National Center of Special Education (CENESP), which depends on the Ministry of Education and Culture. Education for the gifted is included in the work of the Center. In 1971 and 1977 the CENESP organized the First and Second Seminars on the Gifted. The topics covered reflect the importance of these conferences: the gifted and the family; restructuring of curricula for the gifted; experimental projects; and the gifted and the labor market.

Apart from that, Brazil always sends its representatives with contributions to international conferences such as the one in London in 1975, and the one in Jerusalem in 1979.

Yet, challenges still exist, such as; the difficulty of obtaining a precise diagnosis, a lack of cooperation from the family, and a lack of specially trained personnel. And, what is more important, this forces us not to abandon these special students.

Education of the Natives

One of the advantages of our colonization was a relative respect for the natives on the part of the Portuguese Government. It is true that those who took over the land did not share in this attitude and tried to enslave the natives. Even though slavery was later abolished, they still tried to steal their riches.

All matters concerning Brazilian natives are the responsibility of the National Foundation for the Indian (FUNAI), which proclaims that,

> ". . . the educational program of FUNAI will help the native to continue his schooling within the national system. This, of course, is done respecting the principle that a school in a native area must be a place for native culture and no other. The ideal for which we are searching is the presence of the native professor, instead of the white professor, during the alphabetization period."

Bilingual education is being started, involving eight indigenous native tribal languages.

Conclusion

The education of minorities is undoubtedly an important subject but it raises serious questions. Must societies which undertake efforts bordering on sacrifices in order to achieve an acceptable development level also channel a part of these efforts to the education of minorities?

This is a serious question. There is no question that education is a right, but, in what measure will concentration on minorities make impossible the education of an even greater number of children?

And there are other questions; is education for the gifted an exaggerated sophistication? Is the education of the natives a neutralization of their cultural heritage? These are questions which every society must answer as it proceeds to democratize education.

SECTION THREE:
Democratization: Implications for the Preparation of Educators

Preparing Educators for Democratization in the People's Republic of China

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A Brief Historical Review

Since the founding of the People's Republic of China, the cause of education has developed greatly. The Chinese Government has fully recognized the importance of education to national independence and to the prosperity of the nation, and so from the founding of the republic, it has been an important concern.

It was only two months after the founding of New China that the First National Meeting on Educational Work was convened. Three tasks were then stipulated for its development in accordance with the program of struggle:

1. To carry out educational reform so that the old form of education that used to serve semi-feudalism and semi-colonialism might be gradually remolded into a new form of education adapted to the new economic basis which serves the people;
2. To carry out the policy of throwing the door of educational institutions open to workers and peasants, to drive the anti-illiteracy campaign energetically ahead and to develop spare-time education for staff members and peasants; and
3. To train all kinds of skilled personnel as fast as possible.

In old China, the total number of schools was very small and these were very unevenly distributed. In remote border provinces and hilly regions, there were countries that did not even have a single secondary school-age child. Enrollment was around 20%, and the great majority of these were children of the wealthy. Between 80-95% of the population was illiterate.

After liberation, things are now quite different. In 1978, enrollment of school-age children has exceeded 90%. When compared with the figure for the early days of liberation, the number of students in ordinary secondary schools increased by a factor of 62, and undergraduates by a factor of 6. In old China, women had barely any chance to receive an education, but now female students constitute 41% of the secondary school population, while the figure for female undergraduates reached 24%. In addition, all minorities in China are represented in higher education. These facts prove that the people of our country all have an equal right to education, irrespective of sex and race.

The broad sections of workers and peasants and their children now have the opportunity of studying culture and science. Educational institutions of every type and level have educated an enormous group of talented builders for the country, thereby pushing the cause of socialist construction vehemently forward.

It is through our endeavor that the system of education that served the minority in preliberation days has been transformed into one that serves the majority of the people now.

In addition, we have built up a contingent of teachers numbering almost 10 million strong and also compiled a tremendous number of textbooks and reference material for schools of every kind and level, including vocational schools. These form the basis for further development of our educational cause.

Nonetheless, the path of our educational development has not been smooth and even. Although some fair results have been achieved, defects and even errors are not lacking. Especially during the Cultural Revolution, education was seriously ransacked by the "gang of four." Education suffered an appalling catastrophe. A large number of teachers suffered from persecution in varying degrees; some normal schools were suspended, some were demolished.

After smashing the "gang of four" in October 1976, we summarized the experience and lessons we had learned. Our government changed our educational policy so that the normal education in our country has now been restored and progress is seen. At present, there are 161 normal universities and colleges in our country, claiming one-fourth of the total number of institutions in higher learning, and more than a thousand intermediate normal schools. Of course, these are still incapable of meeting the demand for teachers in both quantity and quality.

Three Decades of Teacher Education

Summing up the work of teacher education over the past three decades, there are three basic experiences.

1. Great importance should be attached to normal education. Because great attention was paid to teacher education during the period of 17 years from nationwide liberation in 1949 to the eve of the Cultural Revolution in 1966, we trained a vast number of qualified teachers. Thus we laid a relatively good foundation for educational development. Starting from the last half of 1960's, teacher education was sabotaged and the number of normal colleges and schools was rapidly reduced. The status of new teachers was lower, caused by the lack of professional training. It affected the quality of teaching.

The development of normal education is the ultimate key to enable our education to develop rapidly because providing a sufficiency of qualified teachers is the prerequisite to educating and training skilled personnel. It is entirely wrong to look down upon teacher education.

2. Professional training as well as the teaching of educational theories in teacher education must be strengthened. Teachers should be able to teach science and culture. They should also be an example for students in moral character and ideology.

3. Respecting the work of teachers, raising their social standing and their economic situation is important. In our country, during the Cultural Revolution, teachers were regarded as targets. They could not teach as usual. As a result, the quality of teaching declined seriously. After smashing the "gang of four," respecting teachers has been urged and raising the social status of teachers has been recommended. These have helped mobilize the teachers to give full play to their initiative. The quality of teaching has been improved greatly. The trend of respecting the teachers has been spreading out over our country.

The Task of Normal Education

The normal educational system in our country can be divided into two categories: normal universities and colleges with 2-4 years of schooling to prepare teachers for senior and junior middle schools; and normal schools to admit graduates of junior middle schools for a 3-year schooling to be trained as teachers for primary and kindergarten levels.

Based on actual conditions in our country, striving to prepare a sufficient number of qualified teachers during the subsequent period would be the goal in teacher education. This would be accomplished in several ways.

To develop and place normal education on a sound footing

Our policy at present is to do our utmost to run the normal universities and colleges well by guaranteeing teaching quality and admitting more students as is deemed appropriate. We are also attempting to build additional normal universities and colleges.

Apart from this, we shall improve normal schools, and training schools for preparing kindergarten teachers, as well as establish normal schools which admit only minority students. We are trying to ensure that the primary schools in minority areas will be taught by qualified minority teachers.

All students in normal education at every level in our country receive the people's scholarships.

To promote inservice education for middle and primary school teachers.

A certain proportion of partially-qualified teachers in the middle school at present affects not only the quality of middle school education of our country, but also that of higher education. Therefore, it is necessary to strengthen inservice teacher education. Many long or short-term training classes for inservice teachers have been run by educational colleges at the provincial, municipal and county levels all over the country. Correspondence courses and evening universities have been offered by normal universities and colleges. We have also organized more experienced teachers to do coaching and sponsor seminars on various specialized subjects. Meanwhile, we have given courses through TV colleges.

Teachers who take up further studies will receive graduation diplomas after having passed an examination stipulated by the state. Their schooling status will then be acknowledged and they will be regarded as equal to the graduates of normal universities, colleges or schools, and detailed to do the same work.

To endeavor to promote the social position of teachers and improve their financial income.

Our government asks that the people of the whole nation stress education, and take measures to improve the living conditions of teachers. It also appealed to the people of the whole country to pay due respect to teachers and asked government at all levels to adopt an effective policy to encourage senior and junior middle school graduates who are good in both conduct and studies to seek admission into their respective normal universities and colleges.

Educators who are working on the normal educational front all realize the historical task they are shouldering. In order to bring up a generation of new people who have ideals, great ambitions and a high level of scientific and cultural knowledge, they should cultivate excellent teachers to fill the teaching posts. It is this resolve that inspires them to learn from the experiences of other countries in the field of normal education, and they all wish to communicate with people who are engaged in the same kind of work abroad.

Preparing Educators for Democratization in Liberia

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Problems Confronting Educators

African countries, like countries in many other parts of the world, witnessed an amazing rise in school enrollments in the decades of the 1960s and 1970s. Liberia was no exception. A dramatic quantitative rise occurred in enrollments at all levels during this period. An influencing factor was the changed world context brought on by the declaration of the Atlantic Charter and the end of World War II which gave black and other small nations in the world the opportunity to assert themselves. Most important were changes on the Liberian scene resulting from a national open-door policy which stimulated social development. Concomitant was the growing feeling everywhere that education was the right of individuals, plus the faith of Africans in the power of education to solve basic problems of individuals as well as nations and the continent.

Naturally, challenges were posed for the educational enterprise by the large numbers of students. Finding the physical space to accommodate the ever-increasing numbers was only one of the problems to be tackled. A fundamental task was to adapt the educational system to meet the needs of students in school, as well as cater to out-of-school youth and illiterates. This meant diversification of offerings and production of sufficiently trained and imaginative teachers who could handle new programs and introduce new methodological approaches.

Among the educational problems in the nation which were evident and persistent were: high percentage of illiteracy; an unsuitable curriculum, especially at the elementary school level and particularly in the rural areas; large numbers who entered school with fluency in their mother tongue, a Liberian language, but no facility in English, the language of the school; many overaged children in elementary classrooms, often due to late entry into school; and the demands of a rapidly industrializing society which demanded skilled personnel.

Changes in School Curriculum

Responses of the school in some areas were slow, particularly in the area of teacher education. The Ministry of Education has yet to enforce certification of teachers, thus hardly distinguishing between trained and untrained teachers. Changes in the preparation of teachers have accordingly not extended to crash programs and modes of educational delivery designed to cope with large numbers and distance education. Attention has been focussed instead on diversification of the curriculum.

This diversification began in regular classrooms, given the heterogeneous school population which had to be accommodated, and then was reflected in teacher training. In high schools, for example, vocational and commercial courses were added to academic offerings and in different parts of the country, multilateral high schools were established to provide these varied offerings. A few vocational high schools were opened in industrial areas to supplement the sole existing one. Teacher training programs sprang up in special high schools established for the purpose. At the elementary school level, there was concern for the school to serve as a focus for rural development and several community schools were established. In addition, the urgency of rectifying the undifferentiated age-grade structure was recognized and an experiment for accelerating overaged children launched. The importance of the mother tongue in education was highlighted and the inclusion of Liberian languages in the schools advocated. Even at the collegiate level, there were adjustments. Expansions were made in offerings from degree programs confined only to liberal arts, education, and science to degree programs which also included law, forestry, agriculture, business administration, economics, medicine and engineering.

Diversification in Teacher Education

Teacher education institutions, of which there were four at the degree level, broadened their activities. All became involved in the national curriculum revision exercise which was launched by the Ministry of Education during this period. Also, these institutions, through their professional education courses, increasingly made their students aware of the individual and social needs of learners and of their responsibilities for planning instruction to meet these needs.

The teacher training institutions at the high school level which were given the responsibility for preparing the bulk of the teachers for the elementary schools through certificate programs, were selected for the special program launched by the Government in 1971. With assistance from the United Nations Development Program (UNDP), the Government prepared a new type of teacher who would be oriented toward community development. Aside from providing a supply of new teachers, these institutions were also to upgrade teachers, principals, and supervisors of elementary schools and instruct them in rural development techniques. Staffing for the community schools was to be drawn mainly from this cadre of trained personnel.

This project has not had the expected impact because of its over-dependence on external initiatives and expertise and its failure to establish appropriate linkages with the higher educational institutions involved in teacher education. In particular it has not been linked with the University of Liberia which supplied mid-level community workers in Agriculture, Forestry, and Home Economics through extension programs. However, it has had some value. In particular, it points to the need for teachers in the country to be equipped for community work, particularly in rural areas and highlights the potential of the school to contribute significantly to development.

Trends in Higher Educational Institutions

The trend of the 1970s is reflected also in the higher educational institutions. At Cuttington University College there is a push to train rural workers through its recently established Rural Development Institute. There is a broadening of course offerings at the Teachers College of the University of Liberia which provides degrees in Agricultural Education, Business Education, and Home and Community Development Education to supplement pre-existing education degree programs which concentrate on the Social Sciences, Humanities, and the Natural Sciences. In fact, the Ministry of Education has requested the College to train teachers in Agricultural Education and Business Education. Moreover, the College has experimented with improving the performance of teachers in public schools situated in poor communities through in-service workshops and demonstration teaching. With the orientation of the University towards community service and its increasing emphasis on community service in keeping with its Long-Range Plan for development adopted in 1975, its teacher education programs will hopefully continue to broaden and utilize difficult community situations to draw insights for new approaches in teacher preparation.

One other project of the Teachers College of the University of Liberia is worthy of mention — the sensitizing of teachers to the possibilities of individualized instruction and concept teaching and providing requisite skills in this approach to teaching. In-service seminars and workshops were the means. These were carried out in connection with an action research project covering the period 1971-1975, which was designed to accelerate overaged elementary school children, that is, children who are three years or more older than the age for a grade, using age six as normal for grade one. Allowing such students to advance at the pace that their abilities would permit, rather than in the lock-step arrangement of one grade per year, thus reducing the number of years of their elementary schooling, constituted an innovation in Liberian education which dealt with one of the major educational problems in the country, overagedness in elementary classrooms.

Two New Projects in Democratizing Education

More recently, there have been two developments in the country in the preparation of teachers which should facilitate the process of democratization in the schools:

1. The proposed introduction of a "consolidation course" for in-service teachers which is in harmony with the idea of curriculum diversification. This course recognizes the problem of second language acquisition and equips teachers for dealing with it. As English, which is a second language for most students, is the medium of instruction in schools, it is critical that it is properly taught and learned in order to facilitate student work in school. The course focusses both on the functional abilities of teachers in the English language and on their ability to equip students to function effectively in the language. This latter skill should aid in attracting and retaining larger numbers of students in school.
2. The Improved Efficiency of Learning Project, a Government of Liberia/United States Government Project, takes into consideration the question of numbers. It is designed to expand and improve in-service teacher training programs for elementary school teachers. Emphasis of the project is on programmed materials, of two types.
    a. Programmed Learning materials, with a do-it-yourself approach to learning;
    b. Programmed Teaching materials which will provide teachers the step-by-step guide to handle the programmed learning materials.

Training for use of these materials is estimated to take two to four weeks.

It has been observed that the success of the project depends on the quality of the materials, including their relevance to the Liberian situation. Each type of materials covering a wide range of content should be available for use.

Future Directions

As democratization of Liberian schools accelerates, an even larger and more varied school population will have to be served. Also, attention will have to be given to out-of-school youth and adult illiterates to develop their own potential and make them productive in the national development effort.

Accelerated and other crash programs, as well as distance education will have to be used in addition to present approaches to produce the large numbers of qualified teachers that will be needed. Moreover, innovative measures should be utilized in teacher preparation programs to give teachers appropriate attitudes and skills for the adaptations needed to solve the educational problems of the nation, especially those peculiar to the Liberian setting.

Preparing Educators for Democratization in Canada

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The challenge to prepare educators for meeting individual as well as social needs has become much more difficult in recent years because of the escalation in costs of all public services. Competition for the tax dollar is extremely keen in Canada as it is in most countries. Declining enrollments at the public school level and a decrease in the number of newly-trained teachers required have created some pressure for decreasing expenditures or at least for slowing the rate of increase in expenditures for education in all provinces. It has been stated that in ten years' time funds allocated to education in the western world will have 1/2 the purchasing power of the funds available today.

Because education is constitutionally a responsibility of each of the ten provinces in Canada with no direct federal involvement, it is best to focus as much as possible on programs and efforts in only one province, although passing reference will be made to other provinces.

New Programs for Preparing Educators

In the western-most province of British Columbia, interesting and popular programs for meeting the individual needs of educators have been developed as a first step in preparing them to cope with meeting the needs of others. These programs operate in addition to the ongoing outreach programs by universities featuring off-campus credit and non-credit offerings at numerous centers around the province, and through numerous campus programs on an extended-day basis during regular sessions and during summer sessions. The universities have guided independent studies programs, all of which are being extended. The University of British Columbia, for example, now has thirty guided independent courses, one-third of which are in professional education. These utilize tape cassettes, print and other mediated materials.

The Open Learning Institute

The first of the new efforts — the Open Learning Institute — was established two years ago to provide distance learning, home-study programs to those individuals who have difficulty gaining access to instruction on campuses and in extension centers. The focus of the Institute is to provide a wide range of educational services to the geographically and socially isolated people in the province. Services are being provided in adult basic education (beginning literacy to Grade XII); University studies (complete four-year programs for the B.A. or B.Sc. degrees); and Career, Technical and Vocational programs. In the Institute's first three semesters of operation, over 5,000 course enrollments were realized. Seventy-one per cent of these enrollments have come from the non-metropolitan areas or, in other words, from geographical areas ordinarily not reached by other institutions. Ninety per cent of the students are employed or are housewives. Home-study serves: people who don't want to leave their jobs, shift workers, the handicapped, the geographically isolated — anyone whose needs are not met by traditional courses. The student receives guidance and support through remote communication channels such as print, audio, telephone, radio, television, and computer. In the coming year, OLI expects 10,000 course enrollments in 55 courses. Most of the Institute's course material consists of booklets and other printed material. The Open Learning Institute also cooperates with the Public Broadcasting Service in television courses. At the present time professional education courses are not being offered by the Open Learning Institute.

Open Learning College

A second type of different institution is North Island Community College. It sets out to provide traditional and non-traditional educational services to students through non-traditional means. It has no core facility and utilizes open admissions and "open learning systems," thus creating opportunities for study to all who may be prevented from studying because of remoteness, poverty, employment, domestic commitments, lack of formal educational requirements, etc. Ten regional centers are now operating in an area of 30,000 square miles and 100,000 people. The college center is not a campus but a learning center housing equipment such as videotapes and videoplayers, mini-labs, computer terminals, typing facilities, and teams of educators geared to the needs of the region and towards using the resources of the region. The College also has an agreement wcth Athabasca University in the province of Alberta. The University provides all the course material (learning packages) and retains control of the summative evaluation. North Island College provides library support, laboratory facilities, telecourse facilities, study space if needed, and full student-support services. These include advising, tutoring, and evaluating students. The College also utilizes programs prepared by the Open University in Great Britain, by the British Broadcasting Corporation, by other colleges and universities in Canada, and by some institutions in the United States.

The College's total program includes academic offerings, business office training, developmental education and community general education.

Students are provided learning packages, containing all course materials, as part of the fees. Three levels of tutorial services are provided to students: local (tutor is a learning expert but a content generalist), marking (tutor has first degree familiarity with subject matter) and course (tutor is a subject specialist). It has been found that tutorial service is the critical element in the success of the approach.

Knowledge Network

The third interesting development, is the creation of the *K*nowledge *N*etwork *o*f the *W*est Communications Authority (K.N.O.W.) to coordinate distance education programs of universities, colleges, provincial institutes, and school districts and to manage a new educational telecommunication delivery system. The network has three elements: first a closed circuit, inter-institutional system which connects the three universities, the B.C. Institute of Technology, the Open Learning Institute, the Robson Square Law Courts, and the Vancouver teaching hospitals; second, a closed-circuit, low-power transmission and satellite connection to off-campus, interior and northern locations; and third, access to an educational channel on community cable systems.

The new technology should enable the delivery of programs to residents in many parts of the province formerly not reached. Residents will be able to participate without leaving their homes.

One of the potentially most significant contributions of the KNOW authority could be the extension of individualized in-service programs to professionals, not only in education but in social work, medicine, law, etc.

Education in Isolated Regions

Experience in a number of countries has shown that provision of services, such as those described, to isolated regions and groups is a critical step in the provision of professional services on a continuing basis. Professionals from urban areas or from advantaged groups are likely to establish their careers in familiar environments and teachers are no exception; therefore an adequate supply of trained teachers requires initially the upgrading of educational services to the isolated communities and groups which will eventually produce the teachers. Secondly, immediate retraining needs must be addressed — as they are in the programs described — without removing the teacher from the region. The limited educational background of many teachers serving isolated regions in the past has limited the quality of education. Among the native Indians in Canada, the dropout rate from public schools is very high. Hence it has been difficult to recruit many candidates for teacher education programs. The result has been a shortage of teachers who possess both the academic and the cultural backgrounds which are so important. The University of British Columbia has offered a successful program entitled NITEP — Native Indian Teacher Education Program. It is intended to serve native Indian students and includes requirements in both liberal and professional studies that are similar to those in regular programs. The program is designed to utilize and strengthen the cultural resources shared by native Indian students. The basic professional studies and much of the teaching practice are completed in field centers located throughout the province. The academic and professional concentrations as well as the remaining student teaching are done at the U.B.C. campus.

Teachers for the Handicapped

Preparing educators to serve the wide array of socially, mentally, physically and emotionally handicapped children on the one hand and of the intellectually gifted on the other hand — with the likelihood of serving these in one classroom — has become the most recent challenge. Whereas formerly many of the handicapped were removed from their homes and from their home schools, presently the tendency is to integrate their education, except in the most serious cases, with that of all other children in the closest school. The handicapped children are resident at home and are transported to school by public conveyance. The prevailing approach for coping with gifted children was to allow them to fend for themselves in the normal instructional program. A concerted effort is being made to produce attitude changes among educators and to prepare them to challenge such students within each of the instructional areas.

The Joint Board of Teacher Education is currently discussing teacher education program revisions which will differentiate preparation of individuals according to responsibility level, e.g. leadership in district or provincial positions, resource work with teachers and teaching of students. This degree of specialization would follow a common learnings approach which would be required of all candidates for certification. The view is taken that all teachers must be able to recognize handicapped students in the regular classroom.

They are, after all, teachers of all the children whom they face in the classroom. This view is not without controversy for there are articulate opponents who claim that regular class teachers do not have the time to devote additional attention to "special" students. Further, working with such students requires specialized preparation for which time is lacking in regular teacher education programs. Interestingly enough these critics are supported by many special education authorities who do not wish to surrender the mystique of this specialty to generalist-types.

In discussing preparation programs further, time restraints again necessitate a narrow focus to convey meaningful details. The speaker has selected preparation programs for the teaching of the sensory impaired, namely the visually and the hearing impaired. The University of British Columbia has the only preparation program in Canada for teachers of the visually impaired. Graduates of the program will be able to:

- Assess the level of development of handicapped students with respect to language/communication skills, social development, use of residual vision, physical/motor communication, and academic knowledge,
- Develop appropriate curricular materials,
- Design and assess appropriate instructional strategies,
- Develop specific skills,
- Work with parents and other professionals.

One of the interesting by-products of last year's program was the preparation of candidates of a curriculum of visually impaired/ multihandicapped children (Learning to Play).

The University of British Columbia also has one of four programs in Canada for the preparation of teachers of the hearing impaired. A number of different philosophies are associated with the education of hearing impaired students. The U.B.C. programs encourage candidates to explore the various approaches to teaching. Candidates are expected to develop competencies in both oral and total communication methodologies. Graduate programs at both the masters and doctoral levels are available. A large variety of community resource areas are available for gaining practical experience. Examples are schools for the deaf, an oral center for the deaf, college programs on deafness, a Children's Hospital Diagnostic Center, a parent-deaf child Counseling and Home Training Program, a community vocational rehabilitation service center, the Speech and Hearing Division of the Ministry of Health, various teaching hospitals, and all public schools offering services to the hearing impaired.

Experience with visually and hearing impaired students has pointed to the need for preparing teachers of multihandicapped students as a high percentage of visually or hearing impaired have additional handicaps. The four western provinces of British Columbia, Alberta, Saskatchewan and Manitoba are moving towards collaborative effort in this field as well as in programs dealing chiefly with the sensory impaired. The first task will be to arrive at a common definition of the field — no small task as a great deal of confusion prevails now.

Issues

Several of the issues in dealing with the challenges raised have already been mentioned:

1. The high cost of extended, often highly-individualized programs is an obvious problem.
2. Territorialism by vested interest groups can present serious difficulties. It can be observed at all levels; in faculties of education, at senior government levels where competition is noted among four or more ministries often concerned with social and individual needs, and at the school district levels in conflicts over influence among professional specialists.
3. Desire to maintain the old order and opposition to change. It is a well-known axiom that those who hold influence and benefit from it accordingly will not willingly surrender it.
4. The philosophical debate about the basic function of the public school, now being related to the accountability of the public school, is particularly strong. Should responsibility for dealing with all of society's ills be shouldered by the schools? Are not many of the problems so complex, involving the whole spectrum of human experience, as to prevent a single institution from coping successfully with these ills.
5. The public school, with its emphasis on equality of opportunity through compulsory attendance, has been accused of rigidity and of fostering the established order — an order that does not address present and emerging needs of many groups and individuals. The question arises as to how much standardization or generalization of curriculum for the common good should be required and how much differentiation to attend to sex, cultural, social, geographic, economic, and other differences should characterize the work of the public school. This issue becomes all the more difficult to resolve in the face of demand for efficiency and accountability of the school on both fiscal and educational grounds.

6. The status of manual work has been low; there is a need for schools to foster more positive attitudes towards manual work so that young people would look towards certain occupations more positively.
7. The relationship of the school to its community is uncertain and may even be tenuous. The school may not be attentive to local needs nor is it always taking advantage of numerous local resources available to it. Related to this factor is the need for greater local involvement of parents and other citizens in decision-making.

Much remains to be done, but all the issues are continually before the public and with educators in the various provinces. The Council of Ministers (of Education in all the provinces) is moving cautiously to address issues of national interest. This too has been a problem — the national interest has often been overlooked, particularly when individual, group, and regional concerns are in the forefront.

Preparing Educators for Democratization in the United States

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As organized societies attempt some form of democracy, an educated citizenry becomes more essential. As the democratization of education is pursued, the adequate preparation of educational personnel becomes more complex and more critical. Today's educators must be prepared to meet the social and individual needs of a diverse citizenry.

As we think of meeting these needs, we think of the philosophical division between the individual and his society. John Dewey, America's great educational philosopher, saw this distinction as an "untenable dualism". For Dewey, there is no necessary difference between the desires of the society and those of individuals who are its members. Dewey's rejection of the dualism was posited on the existence of a just and democratic society. We must then look forward to a future where these societies are created and upheld by educated citizens who understand that their participation is the best way to maintain the society that nurtures and benefits them. But such a future is a distant vision. Meanwhile, there are the problems of existing societies and the question of the relationship between democracy and education.

In this paper, the progress in U.S. efforts at democratizing education is examined. First, our achievements to date have both negative and positive consequences. Second, we are where we should be at this time in our history. Third, we have a sense of the direction we should take in the preparation of teachers to correct our weaknesses and build upon our strengths.

U.S. Achievements and Their Consequences

In the United States we have committed ourselves to the idea of universal education, of education for all, the rich, the poor, the handicapped, both sexes, all races, all ethnic groups, the young, the old, the urban, the rural, the sick, the well: an education for the benefit of both individual and society.

Have we gone too far, too fast? A recent issue of the U.S. news magazine, *Time,* raised many questions on the issues of the preparation of teachers. There is evidence that students are not achieving as well as they used to in certain areas. There has been a decline in the average student performance on the Scholastic Aptitude Test. A comparative study of university freshmen in 1928 and in 1978 confirms the long-suspected decline in literacy. Over a four year period ending in 1978, nearly one out every two students dropped out of New York City's public high schools. On an almost daily basis, the media report increases in teenage crime and drug abuse and the erosion of school discipline.

In a recent study conducted on the public's attitude toward the public schools, 84% of those polled said that teachers should periodically be required to pass a state examination in their subject area. Also, more than half of the teenage students contacted said they are not working hard enough in school and that basic skills are underemphasized.

Throughout the 1960's and well into the 1970's, the causes of educational inequality have been vigorously attacked. Funds flowed into previously neglected schools and communities. New programs were started: *Headstart, Follow Through, Teacher Corps, Right-To-Read, Reading is Fundamental,* desegregation plans, busing, non graded classrooms, open education, open space schools, open enrollment, new math, students' rights, parent involvement, community-based education, drug-, sex-, family life-, environmental-, bilingual-, energy-, nutrition-, multi-cultural-, and values-education were some of the words and phrases of these decades.

As the eighties approached, these words and phrases did not disappear, but many of the hopes and promises of earlier times clearly were not to be realized. The new math reverted to the old. *Right-To-Read,* having failed to achieve its goal of literacy in the '70s, became basic skills. The gains achieved by five-year old children in *Headstart* programs appeared to be lost in the early grades. Poverty continued, unemployment rose, the gap between the haves and the have-nots widened. The gains experienced by some were not enough to justify what had been billed as a massive attack — a war even — on human suffering. The war was lost and the fallout was an oversupply of teachers, new technologies for schools and classrooms, and some cynicism concerning the value of education.

Instead of questioning whether we in the United States have gone too far, too fast, we must question whether we have gone far enough. Most teacher educators recognized education as what the United Nations has declared it to be, one of the universal rights of humankind. The commitment to universal education raises the question of whether the nation can educate everyone without degrading the quality of education of the gifted. The answer is yes. The gifted are still being educated, and well-educated at that.

We have made mistakes and had many failures in our attempts to broaden educational opportunities. Some worthwhile reforms have been rejected by a public which greatly influences our educational policy. Some of the educational changes we attempted were ill-conceived or poorly planned or poorly implemented. Others were soon dropped.

Progress

Many of the hopes and promises of these programs were not realized. Nevertheless, despite setbacks and failures, greater access to education has been available to many who were excluded in the past. Certainly the poor, the minorities, and the handicapped do not yet have the degree of opportunity or equality of benefits they deserve. But we must continue the difficult struggle to maximize opportunities for all. Our national dropout rate is relatively low, the number of high school graduates attending post secondary schools is at the highest plateau in our history, and access for minorities, the poor, the handicapped, the older citizen, and both sexes is at an all-time high.

This success in equality of access is not without problems, as outlined by some of our critics. The great increase in access in post-World War II school population demanded more teachers. Perhaps some of our standards for the preparation of teachers were relaxed in producing the great numbers needed in the 1950's and 1960's. Yet schools are still considered one of the greatest social forces in our country.

Though progress has been made, the U.S. as a society faces many dilemmas. In many ways it apears to be a society of minorities, each seeking to diffuse the prejudices of the other. Blacks, Hispanics, Native American Indians and Eskimos have made their voices heard.

Landmark court decisions such as the Brown Decision ending legal segregation, the Lau Decision providing bilingual education a mandate, legislation such as the Civil Rights Act, the Elementary-Secondary Education Act mandating education for the disadvantaged, and the Education of the Handicapped Act, clearly set a national policy of equality of access. However, busing, desegregation and other programs mentioned earlier have not solved the dilemmas of optimizing the individual's development in a free multi-lingual, multi-racial, multi-religious, multi-political society.

The present debate over provisions of bilingual education is an example. Each child has the right to develop to his fullest potential irrespective of his race or native language. If he cannot speak English, should the school be required to teach him in his native language so that he can not only have equality of access but have equality of benefits as well? In the current budget, the U.S. distributes to the various states $167 million annually to serve 300,000 children for whom English is a second language.

Some minority group parents want their children to have only minority group teachers as models. Some multi-cultural education proponents want all education to be multi-cultural. Others want special curricular offerings in Black English, Black History, etc. The teacher comes from one sub-cultural background and must teach students from many backgrounds in the same classroom. For example, Miami, Florida's population is 35% Cuban, 35% Black, and 30% White. The bilingual Cuban applicant is often favored over the Black for sales and service jobs because of this dual language facility. This has created hostility between native Blacks and Cubans. Yet, the teacher must teach them all and in the same classroom.

Quality teachers are essential if the equality of access is to encompass equality of benefits as well. It is not enough for the poor and minorities to get into secondary and postsecondary schools. They must also learn, graduate, and continue to develop.

Future Direction

Our future direction is in preparing educators both through preservice and inservice programs to develop schools as social systems, which can function within a developing democracy yet at a level of democratization which may be higher than that of the society itself. During our periods of massive desegregation of schools in the south, the schools were able to function more democratically than the communities of which they were a part.

What kind of educators do we need to create good schools? We need very effective teachers who can perform the following:

- Use rewards, praise, and appreciation in classrooms,
- Diagnose learning environments and social systems,
- Design and maintain a pleasant, comfortable, and intellectually stimulating classroom and school environment,
- Handle group processes,
- Stimulate students to take responsibility for their own learning,
- Establish desirable and attainable objectives with individual students,
- Manage time and multiple tasks,

- Manage classroom environments as positive learning environments,
- Communicate well in the standard language and understand the subcultural slangs but not use them,
- Use many of the models of teaching such as role playing and simulation,
- Read non-verbal signals and sense classroom climate change,
- Design experiential learning activities,
- Work effectively as a team member and in the management and governance of the school,
- Involve parents in their children's learning,
- Assess special learning disabilities of students and assist them in setting appropriate objectives.

These teachers have the following characteristics: a success-oriented predisposition, a positive attitude, and a belief in the future; the ability to give and receive feedback; respect for self and the various racial and cultural sub-groups in the school; an understanding of the need for drawing on the experiences of sub-cultural groups different from the teachers own background; and a strong commitment to the democratic process.

How do we develop such teachers? I will make four general recommendations, which, although directed at U.S. higher education, may be appropriate elsewhere as well.

1. I recommend five-year teacher education programs with a sixth year internship in appropriate school settings. The major education associations in the U.S. support this recommendation, such as the National Education Association, and the American Association of Colleges for Teacher Education.
2. Teacher education must be a model for the knowledge, skills and attitudes which educators espouse. Prospective teachers learn best from their experiences especially when those experiences are goal-oriented and jointly planned. If the teacher trainee has actually experienced the processes of diagnosis, evaluation, feedback, team building, and experiential designing as a part of the program, it is more likely that these processes will be utilized after certification as a teacher.
3. Accountability must be built into the major aspects of teacher education programs. The goals at each stage need to be clear and both the program staff and the student must be able to determine when competence has been demonstrated. Major changes can be made at admission to teacher education, prior

to student teaching, prior to graduation and licensure, and at employment.

4. More inservice training under supervision is essential if teachers are expected to utilize the skills they have been taught.

Teachers need to develop a belief in the value of educational inquiry. They need to learn to think clearly about the total school environment. Dewey saw the purpose *not* to socialize students to the existing order, with all its flaws, but *to develop their human social character* — to help them realize themselves as social beings, to encourage cooperation, interaction and the inquiring spirit.

Such a vision requires more democracy in schools, not less. But we must *not* confuse democracy with the real problems of disorder and violence which exist in some schools. These problems are reflections of other social issues and are not caused by increased democratization.

The problems of meeting both individual and social needs in schools is not to be found in the construction of some delicate balance between the individual and the social. We need teachers with the ability to communicate a faith in a shared democratic vision — a vision of a society whose individual members see themselves as a part of a larger social order. This society will encourage differences in customs, traditions, beliefs and folkways, and even celebrate these differences in a context of democratic pluralism, because the strength of the society is in the accomplishments of all of its citizens, rather than just a chosen few.

In conclusion, we have made the effort at education for all in the United States. We have made great progress with many setbacks. We are well along the way in our quest and we have a sense of direction, a commitment to purpose, and the will to continue the struggle because the end is worthy.

Preparing Educators for Democratization in the United States

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Multicultural Education in the U.S.

The last twenty-five years in the U.S.A. have produced a number of national policies in the form of law and subsequent court decisions assuring the rights of all Americans to equal opportunities. These policies have affected all aspects of American life, but in no place has it been more apparent than in the efforts to assure equal opportunity for education. All children are to have access to a free and appropriate education regardless of their race, nationality, religion, sex, or handicapped condition. Over these twenty-five years many programs and methods have been developed to serve in implementing our national policies. A large series of these programs can be categorized as multinational educational programs.

Multicultural education programs in teacher education prepare teachers to work with children from diverse ethnic backgrounds. The American Association of Colleges for Teacher Education (AACTE), for example, has had over the past years a commission that has offered leadership, developed materials, and conducted conferences on multicultural education. AACTE has published the following statement which defines multicultural teacher education in the USA.

> "Multicultural education is education which values cultural pluralism (diversity). Multicultural education rejects the view that schools seek to melt away cultural differences or the view that schools should merely tolerate cultural pluralism. Instead, multicultural education affirms that schools should be oriented toward the cultural enrichment of all children and youth through programs rooted in the presentation and extension of cultural alternatives. Multicultural education recognizes cultural diversity as a fact of life in American society, and it affirms that this cultural diversity is a valuable resource

that should strive to preserve and enhance cultural pluralism. Multicultural education programs for teachers are more than special courses or special learning experiences grafted onto the standard program. The commitment to cultural pluralism must permeate all areas of the educational experience provided for prospective teachers."

Teacher Education for the Handicapped

The most recent policies in assuring appropriate education for all have been in the area of the handicapped. During the last five years great effort has been made to assure access to education for all handicapped children and youth. The Education of the Handicapped Act of the U S. Government, has provisions to assure that no handicapped person can be denied access to a free and appropriate education. The law mandates the location of every handicapped child and youth between the ages of 3 and 21 years. The law provides that the education of the handicapped shall be in the least restrictive environment and that based upon a systematic evaluation of the goals of the child and parents as well as the childs' abilities, an individual educational plan must be developed. The law further provides that parents must "sign off" with their approval on all decisions affecting the education of the handicapped child. Education of the handicapped must occur in the least restrictive environment, in regular classrooms with "normal" children. There are many implications for the training and retraining of teachers to teach these children and youth.

Teachers who are working with students of diverse abilities and cultures clearly need additional knowledge and skills in subject matter, basic skills, such as literacy and computation, classroom management, professional consultation, relationships with parents, relationships between students of differing abilities and background, and individualized teaching.

Increasingly, two conclusions are being identified. First, teachers must know more and be more skilled if they are to work with all children. Teacher training must become more professionalized and increased in length. Secondly, greater attention must be given to the conditions under which teachers work. The organization and administration of the teacher's work place as well as physical facilities must be adjusted to be supportive of the expanded and more demanding role of the teacher.

SECTION FOUR
Research to Improve Practice

Research to Improve Practice: Jamaica

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Education research in new emergent societies must be called upon to supply reliable information about human beings in the process of learning. Before discussing the research activities in which Jamaica has engaged and in which she needs to engage, it is necessary to take a brief look into the types of research best suited to the needs of developing countries.

Types of Research

Basic research has, as its major goal, the development of theory about an area of activity, while policy or action research aims at providing an information basis for social action. Technically, action research provides data analysis, data display, identification of generalizations relative to ongoing or proposed policy or educational practice, and, of course, the translation and utilization of generalizations for decision-making. It would seem that action research should play a major role in the reseach activities of developing countries. In addition, could there be certain innovative research techniques which would result in a shorter time lag between data analysis and dissemination of results for policy decision? For example, are there alternatives to classical longitudinal studies? Are there variations in sampling techniques which may be more applicable to developing societies given population sizes? These are considerations which one can make in thinking of research techniques for developing countries.

Educational Issues in the Third World

To develop these points, I will draw on the example I know best—Jamaica. Our aim is to provide facilities and opportunities for all individuals to develop to their fullest potential. At the moment, however, approximately 16% of the high school-aged children obtain places for secondary schools and, among these, even fewer have the opportunity to go on to university education. It is evident that at the bottom of the social ladder are left the largest numbers of children who have little hope of achieving the good life. The need exists for reliable information on children as individuals and not only on the methods by which they learn, but the environment in which they live, and the ways in which the environment affects their growth and development. Who is in a better position than teachers in the field to supply this data? Why do we not use them more?

Emergent societies tend to be wary of innovation. For example, it is observed that researchers in the region explore better methods of teaching certain school subjects under the assumption that the formal system of education is the correct one. It is possible that research into the structure of the formal education system itself needs to be addressed. How does such a rigid and formal structure reflect the needs of our society today?

Educational Expenditure

In the light of increasing public expenditure on education which takes the second largest slice of our national budget, the question is being asked; why do such large numbers of children leave school without marketable skills and even without functional literacy skills? Can research not be done in expenditure, with the hypothesis that the large sums now being spent on higher education may be more worthwhile if spent at the base of the system? With the use of alternative methodologies at basic levels of education, students may be able to do more for themselves in the long run.

The Problem of Drop-Outs

Can research help us to deal with the problem of school drop-outs and force-outs? Do students drop out because of the type of school, the location, the grades completed, age, sex, or the influence of examinations and environmental factors?

Does malnutrition affect learning and performance and, if so, to what extent? Is absenteeism or low school attendance a function of school type, geographical location, physical facilities, age and sex of students, societal or familial factors? How can we devise methodologies and techniques to secure reliable information from, and the cooperation of, teachers, students and parents to secure answers to these questions?

The Examination System

Our examination system has been developed from a colonial model, but is that system really geared to eliciting the best from our students? Research can point the way to a standardization of tests of mental maturity for Jamaican children. Furthermore, we can have an understanding of such factors as the influence of regional and societal familial factors on the learning/achievement of the students and/or the effectiveness of the school eduducation system.

Physical Facilities of Schools

When one examines the physical facilities of our schools such as buildings, equipment, teaching materials, as well as maintenance and costs, one may ask the question; have they served the purpose? Is there a need for change of physical facilities, bearing in mind that physical facilities can condition the methodology used?

Is the shift system the answer to our problem of educating twice as many young people at both primary and secondary levels? Has research identified the social repercussions of this system? What is the opinioion of parents, of teachers or even of children? Is there a breakdown in discipline in order and family life in the society as a result of children spending long hours without parents in the home? Are there long term adverse effects that may result from this method of education?

Curriculum Development

In the area of curriculum, has research exhausted the unresolved issues in this very vital part of the school system? Are our children being equipped with adequate effective skills to cope with society? Every education system can provide for upward social mobility, yet are our young people prepared through that medium of the curriculum, to be able to adapt and adjust to other people in society? In the area of curriculum development, has research explored how the Jamaican child learns and is there sufficient cross-cultural validation of research in this area?

Technical and Vocational Education

There is a great deal of expenditure on technical and vocational education in developing countries today for people are aware of the problem of leaving school without acquiring marketable skills. Research is needed to examine how students select vocational areas and what levels of vocational training are most suited to developing countries.

In addition, there should be the development of a standardized battery of thoroughly Jamaicanized aptitude-skill tests which would be made available to employers as well as training institutions.

Finally, what is the fate of our school leavers? Have tracer studies supplied reliable information on post-secondary or even post-tertiary graduates in an effort to ascertain if supply meets demand or what is the degree of wastage?

Teacher Education

More research is needed in the sphere of teacher education in developing countries. The trend in the U.S. in teacher education is to move toward field-centered, competency-based, and profession-controlled programs in an effort to reform teacher education. Can research in Jamaica point the way to eliminating non-productive programs and courses and replacing them with programs more relevant to the jobs teachers perform in the classroom? Can teacher educators be more closely in touch with the schools themselves and with the needs of their students? Too frequently teacher educators encourage teachers in esoteric research rather than the applied research desperately needed in the field. Often, because teacher educators are somewhat isolated from the life in the classroom, they perpetuate a value-set in teachers' minds which in turn isolates them from the local reality of their situations. The school is now expected to help students acquire attitudes and skills necessary to deal constructively with a rapidly changing society. These expectations can be met through improvement in the preparation of teachers. We need to hear a great deal more from the teachers and students about the type of preparation they need. How can this be done?

Role of University Researchers

Another area which needs to be addressed in research is the role played by university researchers in meeting the needs of the developing country's future social, economic and political development. Can university researchers be more responsive to the needs of educational planners? There is no doubt that a great deal of applied research is conducted by university researchers, yet there remains a gap in communication with ministerial agencies. Perhaps outcomes of research could be made public in the form of reports.

Further, by means of seminars and study meetings, researchers can present the views they have gained through their research activities. University researchers could also be invited to participate in councils and committees, and could be given opportunities to submit the ideas and views resulting from their research. This is one model which attempts to ensure that reseach results will be disseminated and will penetrate the field of education and aid in decision-making at the national level. Perhaps other models, utilizing media or non-formal approaches, or traditional means of communication need to be explored. There still will remain, however, problems of large-scale implementation within a system. How can planning, in a developmental context, respond to this challenge?

Ministry of Education Research

Our Ministry of Education now conducts a number of in-house research projects and has contracted out other projects to the university and other research institutions. The Research Council of the Ministry of Education acts as an advisory body and its members represent the university and other tertiary institutions. Perhaps, bodies such as the Research Council can play a greater role in aiding with the identification and dissemination of research findings pertinent to decision-making at the policy level.

One of the goals of our Ministry of Education is to create a greater professional and public awareness of research in education. As has been the experience of other nations' educational research, one cannot expect direct and immediate results, but through the better understanding of the outcomes of research by the various groups which can benefit from the results of research — parents, teachers, and students — it can be expected that an atmosphere of acceptance of research outcomes will be created. The context of research in the third world may have commonalities not necessarily shared by developed countries. Perhaps one should treat research as a specific case of transfer of technology and should address the issues raised in this light.

I do not believe that education is just preparation for life, for obtaining a job or the acquisition of a skill. Education is an integral part of life. But there are many complex factors affecting the educational process. Research is always needed to help identify these factors and to chart the way for better schooling.

Research to Improve Practice: Colombia

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Introduction

In the past few decades, there has been a major emphasis, especially in developing countries, on the expansion and improvement of formal systems of education to meet the needs of children and youth and to offer to them increased educational opportunity. At the same time there has been a growing realization that this expansion of formal education, important as it is, only marginally addresses the problem of the many millions of under-educated adults whose lives have been virtually untouched by formal education. With this realization has come an understanding of the need for the establishment of extensive and intensive programs of non-formal education that focus on the essential concerns of adults who, through neglect, poverty, isolation, or other factors, have had little or no opportunity to participate in formal schooling.

Any consideration of the theme of this World Assembly, *Education for All*, must take into account the hundreds of millions of adults, largely from developing nations around the world, for whom non-formal education offers hope and a better life. This paper summarizes a recently completed three-year study of Acción Cultural Popular (ACPO), one of the largest and most successful non-formal adult education programs in the world. Attention is given in this summary to the effectiveness of ACPO in developing in individuals essential knowledge, attitudes, and behaviors, and in improving the lives of the rural population; to the nature and operation of the ACPO educational model; and to the potential generalizability of the ACPO experience to other developing nations.

In 1972 the Learning Systems Institute of Florida State University (FSU) began to study the problem of non-formal education in developing countries including Jamaica, Korea, Thailand, India, Ethiopia, Indonesia, and most of the countries of Latin America. A number of tentative conclusions were reached: the most succesful programs were making extensive use of relatively low-cost technologies for mass communication, particularly radio and printed media. The highest priority educational area for the most experienced programs was not basic education (reading, writing, and mathematics) although these were important in regions where formal education was not providing such instruction. The highest priority areas actually were what might be called training in essential survival behavior — vital skills including such subject matter as hygiene, sanitation, child care, nutrition, family planning, agricultural practices, and more. It was further noted that oral messages, delivered by radio or in person, and simple graphics could be used to enhance significantly skills crucial to an improved condition of living — even for preliterate populations.

Acción Cultural Popular: Pioneer Program

In the course of this review of non-formal education programs, the FSU staff was particularly impressed by Acción Cultural Popular, a program that had for many years achieved a remarkable degree of success in Colombia. Further, ACPO had served as a model for the development of many other radio-based non-formal education programs in Latin America. Because of the potential generalizability of the ACPO experience to other developing nations, a decision was made to make an in-depth study of ACPO, its mode of operation, and its ultimate impact on the lives of the target audience. In 1976, with the agreement of ACPO and with financial and other support from the United States Agency for International Development, a three-year study was undertaken by Florida State University.

Acción Cultural Popular, the focus of the study, is a pioneer in the development of radiophonic education programs aimed at rural audiences. It was founded as a private non-profit operation in Colombia in 1947 through the initiative and action of a young priest, Jose Joaquin Salcedo. Concerned with the conditions under which the rural population (campesinos) lived, he was convinced that an educational program directed to the millions of rural inhabitants was essential if they were to develop the capacity to improve their lives and to build reasonable hopes for the future. With at least half the population living in relative isolation from schools and other institutions providing educational opportunities, it was clear that there was a real need for a new system of learning that would reach millions who did not have even the basic rudiments of education. In the more than 30 years of its existence ACPO has developed into one of the largest and most successful non-formal education programs in the world concerned with improving the quality of life of rural populations and promoting rural development.

Purposes of the Study

The primary purpose of the study was to determine the effectiveness and impact of ACPO in improving the lives of rural Colombians and in effecting change and in achieving ACPO goals and objectives. A second purpose was to develop a description of the ACPO education model based on careful analysis and study that could become the basis for guidelines that would provide assistance and support to other non-formal education programs concerned with improving the quality of life of rural populations. A third purpose was to develop within ACPO a capability in evaluation in order to create an enduring institutional capacity for constant evaluation and improvement of its efforts.

Although ACPO goals cover a broad spectrum of concerns important to rural populations, a decision was made to focus the evaluation primarily on three areas: the development of literacy and mathematical skills, the utilization of improved and effective agricultural techniques and the consequent increase in productivity, and the adoption of improved health and nutritional practices. These specific ACPO goals were selected because of their relevance to rural development efforts in most nations of the world and the high programmatic emphasis by ACPO in these areas.

In October 1976 the nucleus of the FSU field team moved to Bogota and began operations in the ACPO complex. Certain members of the ACPO research and evaluation staff were seconded to the project staff for the duration of the study.

Initial aspects of the evaluation process focused on ACPO as an organizational entity, on its general and specific goals and purposes, and on the ACPO educational model and its mode of operation. Once these initial tasks were completed, further studies were undertaken to identify outcomes which could be attributed to ACPO educational activities and programs. The study procedures and the findings of the three-year evaluation are summarized in the remainder of this paper.

ACPO Goals and Purposes

Study and analysis of records and documents and interviews with personnel were undertaken to identify the goals and purposes of ACPO. It became clear that throughout the years of growth and development the goal of ACPO has remained fundamentally the same—the development in the campesino of the understanding and the capability necessary to improve the quality of life to contribute to the improvement of the society in which he lives. An analysis of ACPO goals made clear a number of areas of high priority: literacy, health, farm productivity, economic knowledge, living conditions, recreation, ethical and religious principles, continuing education and self-improvement, family relationships, responsible procreation, community activities, and political consciousness. In the achievement of the broad ACPO goal stated above and the specific areas of high priority, ACPO has made use of a complex system of mass media reinforced by group and interpersonal communication.

The ACPO Education Model

Studies of ACPO documents, interviews with headquarters staff and field staff, plus observations became the basis for the development of the ACPO education model. Central to the model are the educational broadcasts of Radio Sutatenza and the radiophonic schools through which small groups, often family groups or neighborhood groups, as well as individuals listen to radio classes in a variety of subjects: reading, writing, mathematics, health, nutrition, agriculture, animal care, and topics related to social and ethical concerns. In addition to the formal radio courses, Radio Sutatenza broadcasts cover a range of general education topics including music, drama, news, sports, and other matters. ACPO's daily radio broadcasts reach all parts of Colombia and are heard by literally millions of Colombians as well as an unknown number of people in five neighboring countries.

However, the radio messages and the radiophonic schools function as part of a total system involving printed materials including a set of six basic textbooks (cartillas), a collection of approximately 50 books in a home library (*Biblioteca del Campesino*), and the largest rural newspaper in Latin American (*El Campesino*). Functioning as an integral aspect of the total system are the human resources that constitute the interpersonal component. In the ACPO structure these resources fall in three categories: management and planning, educational development, and field staff. The latter two are critical in the education model. Educational development personnel include the professors (profesores) who are responsible for developing the curriculum of the radio education program, for writing radio scripts, for radio teaching, and for writing the textbooks, the home library, and the educational section of the newspaper; and the teacher educators (educadores) who make up the faculty of the institutes where field staff are prepared and who develop the institute curricula and operate the instructional program. The field workers, upon whom ACPO places major reliance, include radiophonic school monitors, community workers, local leaders, and field supervisors. Special institutes offer training for the community workers, local leaders and field supervisors. These are the persons who work directly in face-to-face relationships with individual campesinos and groups in educational tasks. Although ACPO has approximately one thousand official employees engaged in various tasks, their efforts are supplemented by thousands of volunteers serving as community workers and radiophonic school monitors. Among ACPO personnel, especially the field workers, are large numbers of campesinos. These individuals, trained for their roles usually in the ACPO institutes, bring to their task understanding and sympathy for the rural population they serve.

In the course of a single year ACPO touches the lives of millions of rural Colombians in its outreach to improve their lives and to offer hope for the future. The success of ACPO has led to the development of similar programs in at least 14 other nations in Latin America. Other nations throughout the world have looked to ACPO as a model for the delivery of non-formal education to their own rural populations.

Indicators of Achievement of Program Goals

On the basis of the goals and purposes of ACPO that were identified, studies were undertaken to identify behaviors that singly or in aggregate would support the inference of the attainment of a goal when exhibited by an individual campesino or a family. These relevant behaviors, called *indicators,* were then structured into an in-depth interview format for use by case study analysts.

The following are examples of the indicators developed in each of the three major areas chosen for inclusion in the evaluation study:

Agriculture

- Avoidance of the practice of "burning" to prepare the land for planting
- Use of contour planting on hillsides
- Use of fertilizers
- Construction of compost piles
- Vaccination of animals
- Construction and/or improvement of animal shelters
- Care of water resources and water reserves

Health

- Utilization of health services
- Inclusion in the family diet of vegetables, milk and dairy products, fruits, grains with high protein value, meat.
- Maintaining a family vegetable garden

- Practice of personal hygiene
- Pre-natal care and proper nutrition for the pregnant woman
- Medical care and proper nutrition during the first years of life
- Participation in recreational activities and sports
- Prevention of treatment of communicable diseases
- Prevention of contamination of drinking water

Basic Education

- Ability to read
- Practice of reading on a regular basis
- Ability to write
- Ability to perform and apply mathematical functions
- Continued study, individual or in groups, for further development of literacy skills

These indicators were to become the basis for the field studies interviews of rural families throughout Colombia to determine the impact of ACPO on their lives. Preliminary field study instruments utilizing the indicators and other relevant elements were developed. Thirteen case study analysts, all Colombians and experienced in field work, intensively interviewed 41 families to verify the relevance of the indicators and other information being sought and to field test possible approaches and techniques to be used in the large scale study to be conducted. Using the data from the case studies and in consultation with specialists in this type of data collection, the field study team modified and improved the survey interview instruments. After repeated field testing and further modification, the final interview package was developed.

Instrument Development and Data Collection

The three instruments that were developed included the following: (1) Family Instruments with 285 questions designed to obtain basic data concerning the family itself; information concerning knowledge, practices, and attitudes in the fields of agriculture, health, and basic education; the campesino view of the general impact of ACPO: the degree and extent of use of ACPO services by the campesino family; and the interviewer's view of the consequences of ACPO on the family. (2) The Vereda (Community) Instruments with 96 questions designed to collect data relative to the context in which the campesino family lived and to assess the consequences of the ACPO program on the community as a whole from the collective view of the entire field study team. (3) The Family Case Study Instruments which included all the questions from the Family Instruments in various areas of importance, particularly those related to ACPO as a cause of learning.

A total of 32 field workers, all Colombians, were selected as interviewers and coordinators. After intensive training, they were sent to the field in teams to 30 randomly selected communities to interview 601 randomly selected campesino families. The field work covered a period from March through May of 1978. The survey generated an enormous amount of information including the use by families of ACPO programs; knowledge, practices, and attitudes of campesinos in the areas of agriculture, health, and basic education; relevant context data; and the reported and observed effects of ACPO on both the family and the community.

Once all interviewing was completed, the field data were returned to the Bogota office of the project and were given to a specially trained team of recorders and coders who coded the data for entry into the computer. The data, more than one million items, were entered into a computer on the Florida State University campus and were analyzed utilizing the MARS (Multiple Access and Retrieval System) data base and the SPSS (Statistical Package of the Social Sciences) for complete data analyses. The analytical technique employed was primarily correlational analysis. It was essential to determine the degree of relationship, if any, between family participation in ACPO programs and the behaviors (knowledge, practice, attitudes) exhibited by the family in agriculture, health, and basic education.

Findings of the Field Studies

The findings from the analysis and study of the field data uniformly support the conclusion that the ACPO programs have had substantial beneficial effects on the lives of the rural population of Colombia. It was possible, in the analysis of the data, to extract the contributions of other sources of education in rural Colombia, usually other organizations working with campesinos, and examine only those effects exclusively attributable to ACPO.

In the area of health, it was discovered that there was an interdependence between the ACPO processes related to health and other health support services in the context of the community. Each contributes about equally to the variance in knowledge, practice, and attitudes and overall health effects.

In the area of agriculture it was found that there was a significant relationship between participation in ACPO programs and effective practices in agriculture. The other sources of support for campesinos in agriculture, both government and non-government agencies, did not contribute significantly to the effects in agriculture.

In basic education, aimed at developing knowledge and skills in reading, writing, and mathematics, it was found that campesino families who participated frequently in ACPO activities tended to have relatively high proficiency and that this relationship persisted when the effects of other educational programs available to campesinos were removed. The survey data also showed that most respondents had received their initial basic education in formal schooling; nevertheless, those who made frequent use of ACPO services tended to score high on measures of proficiency. This suggests that, while ACPO may not be the earliest or primary source for learning basic education skills, it does serve an important role in improving and maintaining those skills.

The statistical analysis of the data revealed that the five ACPO elements — Radio Sutatenza, the textbooks, the home library, the weekly newspaper, and the fieldworkers — were so highly interdependent that it was impossible to conclude that any one element contributed more effectively to the observed effects than did any other. The degree of use, as reflected in the family pattern of use of ACPO services, was more important than the particular combination of elements used. However, some of the data obtained from judgments by campesinos on the relative importance of the various elements suggest that the leader and community volunteers are key components in the ACPO education system. While the data concerning the importance of the fieldworkers are not conclusive, the judgment of the project staff who have worked with campesinos in the communities and who have observed the ACPO program in various settings over a considerable period of time is that the leaders and community volunteers are key elements in the ACPO program and are essential to the success of the program. An indication of the significant role of the local leader is reflected in a study made by the staff of leader tasks and responsibilities which resulted in the identification of more than 100 important tasks of leaders.

In one section of the field survey members of campesino families were asked to report concerning the nature of assistance received from ACPO through its educational programs and to make judgments concerning the importance and value of such assistance.

One question dealt with the degree to which ACPO generally had been helpful to campesino families. Only seven percent indicated that they had received no help while 34 percent listed a little help and 59 percent much help.

When asked concerning assistance received from ACPO in reading, writing, and mathematics, only 12 percent of the families stated that ACPO had been of no help. The remainder pointed to the value of the training program in terms of writing letters, reading books and newspapers, keeping family accounts, and continued study.

When asked a similar question concerning training in agriculture, only seven percent stated that ACPO had been of no help. Other respondents listed such gains from the program as expanded knowledge concerning agriculture and animal husbandry, improved agricultural practices, increased production, and better income.

In the area of health, again only a small number, eight percent, indicated that ACPO had been of no help. Among the gains received from ACPO training were increased health knowledge, improved health, fewer diseases, better nutrition, improved hygiene, better child care, and increased use of available health services.

Another question requested family members to identify the most important topic taught by ACPO in its educational programs. Most frequently listed were economics and labor, health, and basic education. When asked which ACPO program elements were most helpful, respondents listed most frequently textbooks, radio, and the leader.

Development of an Evaluation Capability

One of the purposes of the evaluation was to develop in ACPO a capability in evaluation that would provide the basis for continuous improvement of the ACPO educational program. For a period of eighteen months a continuing seminar in evaluation was conducted for selected ACPO staff in Colombia, supervised field assignments in evaluation were provided, and the ACPO staff members participated as members of the field staff in the development and field testing of the field study instruments and in the actual field data collection process. Two members of the ACPO staff were given the opportunity to complete a first graduate degree in evaluation at the Florida State University and then return to responsibilities of evaluation and research at ACPO. In addition, members of the project staff completed a set of 12 self-instructional modules in evaluation to be utilized by ACPO in training additional personnel and to be made available for general use by other non-formal education programs for staff development. In a recent publication, three key members of the ACPO professional staff testified to the important and positive impact of the evaluation team and the findings of the study on ACPO.

Guidelines for Program Development/Improvement

With the completion of the ACPO evaluation, one basic question emerged: How can the ACPO experience be useful to others interested in the development and/or improvement of non-formal education programs for rural populations in developing countries? Below are a number of generalizations identified by this writer based on both the evaluation study itself and on the combined experience of a number of individuals who for more than three years were closely identified with the project, who regularly worked with the ACPO personnel, and who almost on a daily basis observed the ACPO education model in operation. The relevance of these generalizations may not always be evident from this paper because space has demanded a brevity that did not permit detailed descriptions of the ACPO educational program. However, reference to the complete project report and to associated documents should make clear the nature and relevance of the following generalizations.

1. Programs of rural non-formal education should focus primarily on adults and out-of-school youth whose prior educational opportunities have been considerably lacking or non-existent. However, such programs may be useful to younger members of the rural population and even to individuals living in urban areas for whom significant educational needs are not being provided.
2. The focus of such programs should not be limited to literacy (reading, writing, mathematics) but should include such areas as agriculture and/or other work activities, health, nutrition, recreation, family planning, and other concerns relating to improved productivity and welfare.
3. The development and operation of such programs should be based on careful studies and identification of needs of the rural population, should take into account cultural values and norms, and should involve representative members of that population in planning, operation, and delivery of the educational program to the client audience.
4. Programs should focus upon developing within individuals an understanding of their own responsibility for improvement, a recognition of their own potential for progress, and a knowledge of the value of those resources they possess.
5. Program elements, processes, methodologies, and strategies of the total non-formal education program should be integrated into a complete instructional system that recognizes the role of each element in successful outcomes. Among these (based on the ACPO model) are the following: radio, radiophonic schools, textbooks, the home library, the weekly newspaper, recordings, extension courses, the leaders and other field workers, the institutes for training personnel, and the professional leaders

responsible for developing curricula, radio courses, and written materials.

6. The personnel selected to implement the program, those who meet with the client population, are an essential and important aspect of the total program, for it is this group which provides personal inspiration, motivation, incentive, and support to individuals needing help and seeking assistance. It is important also that those who comprise this interpersonal component involve a considerable number of individuals from the client population itself, who can understand the needs and concerns of the rural population and who can establish compatible relationships conducive to learning.
7. All personnel involved in non-formal education programs should undergo carefully designed pre-service and in-service training programs which assure that all individuals clearly understand the nature and needs of the client population and the purposes of the program and develop competence in those strategies and techniques that are effective in achieving both immediate and long-range goals. In the ACPO model this training is evident in the work of the institutes for the training of field staff, in continued in-service training programs of such staff, and in programs of training for professional staff as well.
8. Non-formal education programs should relate to and involve other systems of education and support to the client population — government, private organizations, the church, the formal system of education — so that all systems available can operate as much as possible as an integrated whole in providing assistance to rural populations.
9. Programs should include a continuous system of evaluation, both internal and external, that will result in constant monitoring of the program and its outcomes and in modification and improvement.

The results of this study of one of the world's most effective programs of non-formal education aimed at improving the condition of living of rural population in a developing setting can be an effective guide to those nations, agencies, and individuals interested in the establishment and/or improvement of similar programs elsewhere. Within the framework of the ACPO educational model, as described in the final report of the study and in other related documents, is the basis for the development of guidelines that can give new or old programs the effectiveness that is needed to bring to the rural population in developing nations a better life and a renewed hope for the future.

Research To Improve Practice: Malaysia

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Research pertaining to education and educational practice in Malaysia is mainly undertaken by the Educational Planning and Research Division of the Ministry of Education, the universities and to a lesser extent, by the Curriculum Development Center and the Teacher training colleges independently or in cooperation with the universities.

Research carried out by the universities tends to be influenced by the interests, inclinations and expertise of the university staff and by the needs of funding agencies sponsoring research or evaluation projects. Typical of research undertaken by the universities are those relating to achievement, perceptions and attitudes, case-studies of institutions, group interactions, methods of teaching, developing and testing teaching-learning materials, psychological and conceptual studies. These research studies are usually training devices for student theses requirements and for purposes of fulfilling staff member publication requirements. While they may add to the understanding of the educational phenomena, the impact they have on practice is very much left to conjecture.

Research for the implementation of the government's educational policies at the Ministry of Education level is the work of the EPRD or the Educational Planning and Research Division. An official document states the functions of the EPRD as follows:

- To provide information and technical analyses on which the Ministry of Education can base policy decisions;
- To formulate programs for educational development indicating capital requirements, recurrent costs requirements, human resource needs and special services for effective program functioning;
- To evaluate existing educational programs and determine how completely and efficiently they fulfill the objectives of the education system;

- To initiate a continuing program of policy research which will provide empirical information relating to plans and programs.

To carry out these functions the division has five units, namely planning, research, evaluation, special projects and educational data. The first three units merit some scrutiny. The planning unit concentrates on the analysis of enrollment and survival rates, projects and enrollment by states, media of instruction and teacher requirements, and identifies requirements of physical facilities and amenities. The research unit focuses on identifying the areas within the educational system that exert an influence on the performance of the system. Through its research activities such as *The Dropout Study* (1971) and the *Study of School Leavers* (1978), it hopes to monitor the system towards achieving the stated goals and objectives of the system. The evaluation unit evaluates the progress of the implementation of various education policies and programs, such as the National Language Implementation Policy and the Text-Book Loan Scheme. It also appraises the education system in terms of each of the Nation's five year development plans, objectives, and targets.

Narrowing the Gap Between Research and Practice

Directly or indirectly, the aim of research in education has been to improve or to influence practice. The extent to which this aim has been achieved is questionable. There is, it is felt, a widening gap between the product of educational research and its application as research activities increase and practice becomes more entrenched and self-perpetuating. In order to narrow the gap, it has been suggested that universities should concentrate more on the training of applied researchers and to identify the types of applied research needed. Research—applied or basic—will not automatically improve practice. Publicity and public relations both must follow research findings and there must be willingness on the part of those concerned to initiate changes both structurally and substantially. The results of research on their own cannot bring about change. First of all, there must be a need or desire to change and research can help to suggest directions, provide connections and confidence in the decisions and actions to be taken. Research can help to assess whether the decisions and actions taken are appropriate for the objectives to be attained.

Improvement is very much a value concept and may not always refer to increased output or greater efficiency. In most cases improvement merely signifies a fulfillment or satisfaction to the planners or practitioner regarding a preconceived mode of action.

The practice of education, as opposed to philosophizing about it, embraces many aspects. Research to improve practice must therefore include planning and conceptualizing; financing; implementing strategies; teaching-learning and evaluating; and curriculum, including content, supervision, school administration and institutional design.

As all these aspects are mutually interacting and interrelated, a coordinated approach to research is necessary, if gaps between research and practice, and between decisions and practice are to be minimized.

One of the lessons learned by educational planners in the last decade has been that educational systems do not perform according to plans, but develop as a result of a complex set of social, political and economic factors, such as status aspirations, group interests, the influence of large enterprises, etc. It is therefore increasingly recognized that one of the most vital tasks of those in charge of educational planning is to develop a thorough understanding of the patterns and strengths of the various factors that are likely to affect the chances of success of any given educational policy. The American political scientist, Weiler, states:

> "It is becoming a poor planning posture to consider education as an independent variable; the interplay of social status, political power and economic wealth draws a very narrow line around the ability of educational systems to become an autonomous lever of development of any kind. To maximize whatever limited leverage education thus has requires systematic social inquiry as one of the planner's first and most important tasks."

Need for Research Planners

What seems to be needed in terms of the training of personnel is the researcher-planner, rather than the administrator-planner or the researcher-academician. The research component in the training of the educational planner should provide him with the competencies to place his task of planning the development of education into the wider context of social, political and economic factors. While it may not be necessary for every planner to become a full-fledged researcher, he should at least be able not only to understand, but also to assess and evaluate critically the quality and significance of research results which he may have to draw upon. This would include an appreciation of the methodologies underlying research in the major disciplines, as well as the exposure to exemplary pieces of research in relation to the treatment of policy issues to which such research may be relevant.

Finally, research itself will need to be critically scrutinized. Rigid methodologies or statistically dictated approaches must give way to those than can yield results specific enough to serve as guidelines for concrete work in planning, curriculum development, instruction, teacher education and evaluation. An understanding of the processes which lead to the initiation, design, implementation, modification and evaluation of qualitative or substantive changes in educational systems should direct research efforts for educational innovation or reform. In this respect, there is yet little to guide us as the majority of studies on educational innovations tended to be descriptive and lacking in conceptual framework for application. A close dialogue between decision-makers and researchers can help to overcome some of the present shortcomings. To stimulate such a dialogue should perhaps be the first task in research to improve practice.

Research to Improve Practice: Argentina

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Within the National Ministry of Culture and Education, investigations on the following fundamental concepts of planning are carried out in the following ways:

1. As a principle and instrument of educational administration,
2. As a part of the integral planning of socioeconomic progress, and
3. As a scientific instrument for the systematic development of education.

Examples of investigations carried out by the National Department of Educational Research, Experimentation, and Training are as follows:

Recycling at the High School Level

This investigation, being conducted for every department or district of the Argentine provinces, examines the correlation between economic productivity, active population and geoeconomic conditions. In the course of this investigation, data are gathered regarding economic demand for human resources to be recycled. The purpose of this investigation is to improve the educational offering in relation to students' interests and ecological factors of each area or region.

A sub-investigation is redistribution of non-university education resources at the tertiary level according to the working demands of the region, with a view of obtaining its rationalization and extension. These investigations will be made available to the provinces to implement their attempts to coordinate services.

Statistical Study of High School Drop Outs

This investigation established a methodology covering both the problem of the student and that of the teacher, thus determining the behavior patterns of students who drop out. The findings led to the implementation of alternative actions aimed at alleviating the problem.

Curriculum Developments

As for curricular developments, a different type of investigation has been adopted, that of case study experimentation. From indndividual cases we try to generalize about what is successful under varying conditions.

We have also carried out field investigations on the relationship between events, characteristics of students, and attitudes. For example, an investigation representative of this type of research work is the one carried out by an interdisciplinary team on motivations, perferences, and attitudes towards reading. The adopted model helped us to establish the relationship between readers age 10 to 16, and the total availability of the publishing market for reading material. The conclusions of the already finished first stage, enabled the preparation of a set of alternative measures which will be enforced according to education policy. The second stage consists of an extension of the investigation to different areas of the country.

In practice, the problems of education for all are complex, multiple, delicate and urgent. Only the interdisciplinary relationship of pedagogues, psychologists, sociologists, economists, philosophers and other experts will be able to solve them.

The development of science and technology appears, on the one hand, to exercise a heavy pressure of determinism on man. On the other hand, that same scientific and technical progress provides man with unsuspected means of freedom and emancipation. Which will be the prevailing aspect in this search for education for all? All depends on the free will and free choice of man.

Every nation, every province, every city has its specific problems and in order to solve them they should use the best satisfying human potentiality and planning methods in accordance with the values our society upholds.

Research to Improve Practice: United States

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Educational research which does not have a development component often loses its usefulness for potential users. The subject of this paper is two educational organizations that have had varying degrees of success in attempting to close the gap between research and practice, thus making research useful to practitioners.

The two organizations are the Far West Laboratory for Educational Research and Development, located in San Francisco, California, and the Research and Educational Planning Center of the College of Education at the University of Nevada in Reno, Nevada.

The Far West Laboratory for Educational Research and Development

The Far West Laboratory of which I am Chairman of the Board of Directors, was formed 15 years ago for the purpose of getting results of research closer to the user or into the practices of teachers, administrators, and other practitioners.

Under the auspices of the U.S. Government, it was envisioned that regional networks of national laboratories would be formed, 20 in all, in various parts of the United States. One of these was to serve the regions of Northern California, Nevada, and Utah. As the Laboratory took form, a search was undertaken for what educational problems were most troublesome to these states. Five major programs were subsequently established related to teaching. In the beginning, the Far West Laboratory staff had varying views on the type of research and development that were appropriate. There were those who hoped that pure research would be the only work of the Lab. Others felt that action research, dealing with on-going problems and ways to implement the answers to these problems, was the most important direction for the Laboratory's work.

A Board of Directors was formed from the governing boards of such institutions as state universities, colleges, and school districts. The Board was to function as the policy making body of the Laboratory. Funding for the Laboratory would come primarily from Federal budgets, but also from private, state, and local sources.

The Laboratory has been assembling some of the best educational research minds in the country to deal with problems that include those related to schooling, social change, equal educational opportunity, adult job satisfaction and productivity, quality of life education, and human development, to name a few.

One project, entitled "An Interactive Model of Research and Development in Teaching," was a successful attempt to examine a different research model. The linear educational research and development (R&D) cycle model follows the well-known model of research: the discovery and confirmation of studies; development where findings are engineered to develop products for use in classrooms; dissemination, including training of users and diffusion of products; and, finally, adoption through classroom application. The relevance of this model was seriously questioned. In this research model, the researchers are responsible primarily for conducting the research and producing the findings.

It was noted that after some eleven years and millions of dollars, the linear R&D model has not worked. Among the reasons for this failure was the assumption that a passive consumer is at the end of the chain, waiting to, as the researchers noted, "receive the magic pill". A second problem was that it took too long for the linear R&D model to move from initial design to completion. An example of this was the Far West Lab minicourses (videotaped classroom interaction sessions with users). From the beginning of the research at Stanford University in 1963, it took seven to eight years to move the minicourses to a completed product. This is far too long to solve some of the problems that are in the classroom.

The interactive model of research and development attempted to resolve the frustrations of researchers with the linear R&D model. The following goals were set:

1. Educational research findings should be available for widespread classroom application within a reasonably short period of time;
2. Delivery systems for disseminating research results should move directly from research to the classroom, which changes the kinds of piloting and testing that are usually associated with educational research;
3. The R&D process should be an interactive one and should include daily ongoing communication between teachers, researchers, trainers of teachers, and others involved in the process;
4. The research on teaching and the corollary training of teachers should be concerned with the multiple dimensions of the teaching act, emphasizing the context within which teaching occurs;

5. Research on teaching should emphasize the most effective forms of teaching.

With these guidelines in mind, an interactive mode of research was developed which caused multiple interaction between research, development, training, and classroom application. Two test sites were set up to study the way interactive research and development might work in practice.

Selected were two geographically and demographically different locations. One was the San Diego Unified School District in California. The other was the Underhill Independent School District in the State of Vermont. The California site was a large urban setting, whereas the Vermont site had a small rural setting. In the California site, the research team included three primary school teachers, a researcher from the School District's research staff, and a trainer/developer of teachers. In Vermont, the team consisted of three teachers in primary grades, a trainer/development researcher, and a trainer/developer, both from the faculty of the College of Education, University of Vermont. The California topic for research was, what are the strategies and techniques which classroom teachers use to cope with distractions to classroom instruction and how effective are these techniques? In Vermont, the topic chosen was, are there relationships between the mood of the teacher and the teacher's classroom supportive instructional behavior? If so, what is the nature of these relationships?

Findings from these studies indicate there were considerable differences between these R&D efforts. Evaluators found that the California research was somewhat more rigorous and Vermont's somewhat less rigorous than a typical R&D study. This could have been related to the topics studied. Evaluators of the California study found the interactive research was much more useful than the typical R&D. In the Vermont study, the responses were mixed. However, in both cases, there were very positive results from the role counterparts, that is, the mix of teachers, researchers, and trainers. The Interactive Research and Development Model may be a good response to linking research to improved practice.

In another study, Far West Lab researchers investigated class size as it relates to effective instruction. The researchers reviewed numerous studies on class size. Most of these tend to indicate that not much difference occurs in teacher effectiveness as classes get larger. However, one of the findings was that most of the former research on class size had been of classes of 25 pupils or more. Very few of the studies were with smaller groups. On the Meta-Analysis, a study completed by Glass and Smith at the Far West Laboratory for Educational Research and Development, it was indicated that effective instruction increased dramatically as the number of pupils in a group dropped below 20. However, it was also noted that the teacher with the smaller classes needed to change instructional modes. In other words, a continuation of instructional modes used in large classes did not alter the effectiveness of learning in the smaller groups.

This kind of investigation has been most helpful for school districts in their planning for effective instruction. Evidently national and international educators have found the study very useful in that the Far West Lab has responded to nearly 2,400 requests for the Meta-Analyses of classroom size. The Governor of Minnesota is using the data as a basis for legislation aimed at reducing class size in the early elementary grades.

What I am trying to illustrate is that the Far West Laboratory, as a type of institution, can be an effective way to link educational research and development and improved practice.

The Director of the Far West Lab, John K. Hemphill, in a recent issue of *Educational Technology*, has summarized, in ten major conclusions, what the Laboratory has learned after fifteen years of existence:

1. Educational development is not a panacea.
2. Participation of the intended user in research is essential.
3. Expectations of quick results are unrealistic.
4. Educational research and development needs protection and support.
5. Educational improvement is not a linear process.
6. Educational improvement is not simple, it is complex and demands a multidisciplinary-holistic approach.
7. Education systems reject foreign implants.
8. Teachers and administrators welcome efforts to improve education, contrary to the idea that teachers resist change.
9. The impact of educational research and development is very difficult to determine because evaluation systems are not adequate to measure what really does occur when new processes are put into action.
10. Methodology for the conduct of educational research faces serious problems in that seldom are research programs given the time, support, and consideration they should have to actually make a difference.

Research and Educational Planning Center—Univ. of Nevada-Reno

A second organizational structure which can effectively deliver R&D to improve practice is demonstrated by the work of the Research and Educational Planning Center at the University of Nevada-Reno. This is an organization administered by the College of Education. It has two full-time University-supported personnel and 30 or more staff members supported by money derived from projects. The Center was organized to build research teams to work directly on educational problems that occur in the surrounding school districts and other educational agencies in the State, as well as in surrounding states. It is designed to work on short- and long-range projects funded by the Federal, State, or private educational sector. When the expertise of existing staff does not fit a given project, consultants are brought in to work on the phase of the problem that is being addressed. Some of the R&D activities the Center has sponsored over the last few years include: initiating and stimulating educational research, designing, conducting and evaluating research and development projects, disseminating research findings, conducting educational training programs, and providing consultative services. The Center has: developed a curriculum in drug abuse for middle school grades in Nevada; conducted a long-range research project in applying scientific methods to the teaching of social studies; served as outside evaluator for a national study on children in court placement, sponsored by the National Council of Juvenile and Family Court Judges; developed a bi-cultural reading text for Paiute Indian children in Nevada; worked with a number of school districts throughout the State on their developmental problems, including planning of new facilities, and development of bond issues; and provided workshops for administrators, teachers, and school board members.

This example of a small, flexible research and educational planning center is possible when a sponsoring agency has access to trained personnel which can be formed into teams to work on particular developmental problems.

These two organizational structures are two of the many examples in the U.S. where institutions have been created to make educational research more useful by linking it directly to practitioners who need it.

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